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SOCIAL WORKERS REPORT AND FORECAST

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So They Say

• One of the finest and friendliest things time does is to fly.—*Editorial, The Christian Century.*

• I do not think it is pampering a prisoner to give him butter on his bread.—BERT YELLS, *sheriff, Seneca County, N.Y.*

• It will take something more than a horror campaign against crime to rid America of crime.—LEWIS GANNETT *in New York Herald Tribune.*

• Justice is not itself peace, but it must be the basis of any peace that is to endure and grow.—*The* REV. JOSEPH FORT NEWTON, *Philadelphia.*

• We are in the era of democracy of information. We have not reached the era of democracy of intelligence.—MOSES STRAUSS, *managing editor, Cincinnati Times-Star.*

• In the whole matter of relief we are socially illiterate and we are dealing with public opinion that, by and large, is also socially illiterate.—FRANK KINGDON, *president, Newark University, N.J.*

• Nothing throws such fear of the law into young hoodlums and potential criminals as a sound whipping by authority. . . . I favor adding to the school staff of the city a few strong men who shall do all the whipping, going from school to school as needed.—FRANK J. LOESCH, *former president, Chicago Crime Commission.*

• Neither the movies nor the radio has yet reached the point where they can be relied on to make people wise.—ROBERT M. HUTCHINS, *president, University of Chicago.*

• In our personal ambitions we are individualists, but in seeking for economic and political progress as a nation we all go up—or else we all go down—as one people.—PRESIDENT ROOSEVELT.

• Our children would know what to do with decent homes if they had them. . . . Give us decent homes and you will have decent citizens.—IDA HARRIS, *president, New York League of Mothers Clubs.*

• War really isn't anybody's fault. It is everybody's fault. War is always the sum of all the mistakes everybody makes from the last peace treaty to the next ultimatum.—*Editorial, New York World Telegram.*

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• The mere possession of information, however multiform and however accurate, is no test or assurance whatsoever that an education has been had or even begun.—NICHOLAS MURRAY BUTLER, *president, Columbia University.*

• Paupers aren't paupers the way they used to be.—*New England state official.*

• Moral idealists of different stripes never get along well together.—REINHOLD NIEBUHR *in The Christian Century.*

• There never were any victories in any war and there never will be any. Who won the San Francisco earthquake?—CONGRESSMAN MAURY MAVERICK, *Texas.*

• Over twenty-two million people have applied for social security. All these policies were sold without the use of agents, calendars or blotters.—HOWARD BRUBAKER *in The New Yorker.*

• When you are making up criminal records you can put the slum at the top of the list as the worst killer in America.—AUSTIN H. MACCORMICK, *commissioner of correction, New York City.*

• Housing does not deal alone with bricks and lumber but with men and women; it is not merely an effort to change some of the architecture of the nation but to change some facets of human nature.—*Christian Science Monitor.*

• Nothing alarms America so much as rifts, divisions, the drifting apart of elements among her people. The thing we all ought to strive for is to close up every rift, and the only way to do it, so far as I can see, is to establish justice, justice with a heart in it, justice with a pulse in it, justice with sympathy in it.—WOODROW WILSON *to the American Federation of Labor, 1916.*

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THE SURVEY

MARCH 1937

VOL. LXXIII NO. 3

These Public Welfare Boards

By ROBERT T. LANSDALE

Committee on Public Administration, Social Science Research Council, Washington, D. C.

BOARDS of public welfare are a reality in this country. To a certain extent they always have been. Just now, under the stimulus of the Social Security Act their numbers and visibility are increasing rapidly. At a conservative estimate, omitting boards of managers of public institutions, we have now at least 3000 going, legally constituted public welfare boards in our various political subdivisions.

It is never too late to discuss ideals and aims in the composition and functions of these boards, but after a year or so of close observation of the operation of a number of them, state and local, I cannot escape the conclusion that more important at this juncture than airing our aspirations is a candid facing of the realities that exist. We are not dealing with something new, to be built from the ground up. We are dealing with a going concern entrenched in local traditions and customs and fortified by statute. Progress can come, it seems to me, only if we are willing to analyze and evaluate what we have.

How much, really, do we know about the operations of public welfare boards? By and large, what responsibilities do they execute well, and what badly? Why do boards with similar powers in law differ so markedly in their methods of executing their responsibilities?

Personally I believe that we are still on an emotional level when we talk about citizen boards, with most of our thinking still confused. We have not subjected these bodies to the same scrutiny given to other parts of our public welfare machinery.

At one of the sessions of the last National Conference of Social Work three papers, each with considerable merit, were swept together into one program and into one prolonged acclaim for boards. Few in the audience seemed to realize, however, that they had been led from the uncritical statement that social workers ought to encourage the formation of boards of public welfare because boards have been so useful in private agencies (applause), on through a scrambling of advisory, administrative, and appeal functions (applause), to a grand climax which visioned an idyllic American scene with every function of local government managed by a group of self-sacrificing citizens, nobly motivated (applause).

It is not my intention to discuss the virtues of the administrative board as opposed to the executive appointment of the head of a public department. For a long time there has been plenty of discussion of that subject pro and con. But in passing it might be noted that the reports of state reorganization commissions of the past few years have recommended, almost invariably, the executive plan if a board had hitherto functioned, and the board plan if the executive plan had prevailed. My plea at the moment is that we give some attention to the thousands of boards we now have, and see where they are going and how. Regardless of how the board-versus-executive argument is settled in any one place at any one time, we are going to have plenty of boards and probably shall be creating many new and different varieties.

I wish that some of our able public welfare board members and some of our skilled public welfare executives would analyze and record their experiences, and that some of our competent researchers would busy themselves with a close scrutiny of board function and operation. As a possible stimulus to such endeavor and to a more discriminating discussion of public boards, I am here recording some of my notes based upon recent observation of public boards, although I realize the hazards of being misunderstood when the limitations of space compel me to deal bluntly with a subject so complex—and so sacrosanct.

ALTHOUGH the internal management of voluntary and official boards is much the same, their functions are different. In fact, to stress their similarities is to invite fundamental misconceptions of a political institution. A private agency board determines its own functions; the board of a public agency has its responsibilities delineated in the law. Although somewhat vaguely representing the contributors, the board members of a private agency actually constitute the agency whereas the members of an official

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board are selected to represent the public in the operation of the public's business. A private agency is usually created by the board, which can also dissolve it; a public agency is created by legislative act and is dissolved by the same process.

Whether it is good social policy or not, the board of a private social agency usually has the right to determine its own course. But when a public board assumes an attitude of self-sufficiency, it has lost sight of its legal status. One can be certain that an official board is losing perspective when it begins to resent public criticism and to regard any questioning of its actions as a personal attack upon its members. Members of official boards, even though not compensated for their services, are no less servants of the public than salaried employes.

Members of official boards in very small communities, where funds are limited, frequently must perform themselves the functions of the public agency. As soon as an executive is employed, however, the board must leave the direct administration of the agency's program to the employe. Board members who try to perform executive tasks for which a particular staff member is responsible almost inevitably bungle the job. The larger and more complex the organization, the more damaging is independent executive action by board members.

BOARDS organized for a single type of program seem to function more effectively than those with a more complex program to administer. A board member is likely to be interested in one particular phase of a public department's operation—institutional management for example, or public assistance or inspection of private agencies—but only rarely does he have a poignant interest in all aspects of the work or the time to acquaint himself with the total program. Yet the degree of control of such a board member is equal to that of his associates in all matters under the board's jurisdiction. Effective procedures for preserving balance of operation of a board responsible for diverse functions can be developed—the New Jersey State Department of Institutions and Agencies offers a notable example. Diversity is, however, a major hazard to the effective functioning of a board.

Incidentally, I have come to doubt whether we can long maintain the supervision and inspection of private agencies in the hands of a public agency which has the operation of an extensive public assistance program as its major administrative responsibility. The two functions are too different both in approach and method to mix well in execution. The question of the scope of an agency program, of course, is not wholly a problem of the board.

The establishment of rules—interpreting "rule" as relating to procedure rather than policy—is a common function of generalized boards, yet rule-making requires more attention to day-by-day administration than a board ordinarily can give. When a board has many diversified activities to supervise, its rules almost inevitably become static through lack of frequent revision. Rule-making has been performed in some instances quite satisfactorily by a body which has this as its main responsibility, with members selected primarily for their qualifications for this particular task.

Likewise boards with many diverse duties do not function well as appeal boards, although this is usually one of their responsibilities. The number of appeals is likely to become so great that the board members either accept unqualifiedly the recommendations of the staff or else they jump to decisions without consideration of the effect of the action upon agency policy or upon public policy. A sub-committee selected solely to hear and act upon appeals can usually do a more judicious job. Dealing with appeals requires a type of individual different from the one who deals with management policies. Obviously the pace and procedures of a quasi-judicial body are quite different from those of an administrative body.

When it comes to the selection of personnel, I am convinced that although a board may make a satisfactory selection of its chief executive, it is sure to get itself and every one else into difficulties if it chooses subordinate staff members. Not only does the board weaken the authority of the executive officer in so doing but it almost never possesses the skill or time to do a thorough job of selection. Experience indicates that its decisions are usually subjective, based on personal grounds. The board can be of inestimable value in advising the executive both on selection and dismissal—but always on his initiative.

Most of the discussions of board usefulness assume that a board somehow interprets automatically the work of an agency to the public. In reality this is not true. In fact, some staffs have proved quite as effective as boards, in public interpretation, chiefly because their efforts have continuity and direction. The public is not enlightened concerning a social program by the fact that Mr. John Q. Joiner, prominent citizen, is a member of the local welfare board, even though his name on the roster may inspire some confidence. In order to count as interpreters, board members must be enlisted in an active and planned program. For example, the state department in Florida sends a staff consultant to work out programs of interpretation with the district boards and is continuously supplying publicity material to the districts. Interpretation by board members can be developed but is seldom spontaneous as we too often have assumed.

An evidence of the carelessness with which some boards take their responsibilities is shown by their inattention to the form and content of the permanent record made of their official actions. The New York Temporary Emergency Relief Administration has developed the most complete record of board proceedings which I have seen. A formal record prepared of all meetings includes attendance, major points of discussion, and all formal action taken. A concurrent journal is maintained in which are filed a transcript of the discussion at each meeting, copies of important administrative communications, and copies of all official bulletins and reports. Granting that all boards cannot maintain a detailed running account of deliberations, a journal is certainly a convenient device for the preservation of many essential documents which, if filed with the formal minutes, would produce a record too bulky for ready reference but which should be kept intact as an administrative record.

CONSIDERING for how long the board system has been an accepted part of our social welfare machinery it is surprising how little data have been compiled on effective methods of board operation. Such data, if they existed, would be immediately useful to federal and state agencies responsible for supervising or servicing public bodies in lesser political subdivisions. For example, supervision of locally administered public assistance programs places upon

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the state agency a responsibility for advising and directing the local welfare boards. If the local program is under an administrative board, the state relations with that body should be the keystone of the total state-local relationship. Yet most states seem to leave this phase of supervision until last, if they undertake it at all. They are much more concerned with staff than with administrative supervision. Many state departments now provide manuals of administrative procedure, of fiscal procedure, of social service procedure, of recording procedure, for the guidance of local units. A manual of board procedure is equally necessary, indeed it is overdue.

Probably some of these comments on boards as I have observed them in operation strike harshly on sensitive ears. Well, I see no reason why we should not discuss public boards just as frankly as we discuss public employes. I get pretty tired of hearing that the only solution to successful board operation is to secure an executive who can "handle" the board. That may be true enough at the moment. But I, for one, am unwilling to let it go at that. Boards we have and boards we are going to have. At present a good many of them appear uncertain in the concept of their purpose and function, and fumbling in their execution. Given the whole development in the area of public welfare, good intentions and "representative" status in the community are not enough. If we are to go forward in the right direction we need some good hard critical analysis of the how, why, and what of citizen board function and performance.

Relief in the Sit-Down Strike

A SHARP reminder that "emergency" is the middle name of public relief agencies came home to the Genesee County, Mich. Welfare Relief Commission last month with the "sit-down strike" in Flint of the United Automobile Workers. An increase in the relief load from about 2500 families to more than 7800 within five weeks, a community strained and tense under the conditions of the strike, and the conflict between strikers and non-strikers, put relief workers through an acid test of strength and spirit.

When the strike broke in late December the question of relief to the strikers was an immediate issue loaded with potential controversy. "If you give relief the strike will never be over." "We are all taxpayers and we object to our money helping these ungrateful people," were typical protests. A strong public sympathy for non-strikers, "thrown out of work through no fault of their own," was evident.

Then a new thought seemed to sweep the community. It was hinted that the situation for the community and for non-strikers undoubtedly would be much worse if there were no relief; there were whispers of possible violence if relief were withheld, of public sympathy swinging over toward the strikers if they had to solicit funds for subsistence.

The County Emergency Welfare Relief Commission settled the question with dispatch. On the agenda was "Attitude Toward Strikers," and the commission's answer was: "The matter is settled. We can't know who are strikers—our business is relief." Other problems crowded to the fore, and the strike-ridden town accepted the assumption that relief workers, like doctors who care for those hurt in riots, are professionals whose one job is to give relief where it is needed.

In the relief offices, applicants packed the waiting rooms. Strikers wearing union buttons jostled non-strikers, "but always in good humor," said Ella Lee Cowgill, field representative of the state relief commission in a letter to *The Survey*. Of the staff's attitude she said:

> We forget to look at buttons, in our desire to get to the bottom of the relief need. . . . The organization has been so nearly neutral that workers have no idea of the proportion of strikers and non-strikers who receive relief.

From the day the strike was called, Flint relief workers looked for critical times ahead. They knew that many of the families affected had had a working member for only a few months, often after long stretches of unemployment. They knew also that the much talked of bonuses and high wages had been eaten up by old debts, and that only a few pay days ago, many who now were strikers had celebrated their first "real" Christmas in five or six years. Though most of Santa Claus' selections would be called necessities, inevitably they had cut into any possible savings.

In the first days of hope for an early strike settlement, it seemed that the regular staff of the relief organization might be able to "absorb" the extra load. But as soon as the first peace parley failed the scene took on a different color. On that day, the office swarmed with applicants for relief; many could not be taken care of at all; facilities were inadequate; feelings were tense.

BUT relief agency executives and staff have had long apprenticeship to quick change and the great god emergency. That day of somber news was the first and the last that saw applicants turned away without attention. By the following morning a new system was functioning which sifted applicants at their point of first contact with the relief office, so that each day everyone received some sort of attention. Executives made quick estimates and appealed to the state relief commission for the trained and seasoned workers needed for sweeping expansion. Flint itself could not supply the necessary workers though pressure was put on the relief officials to take on local people identified with one side or another of the controversy. In so tense a situation, having workers come in from outside had definite advantages.

Applications and intake surged up in waves, hitting but never swamping one department after another. On January 5, with a normal case load, the Genesee County relief office received twenty-nine applications, a fourth of them from factory workers. On January 11, applications numbered eighty-two; and a few days later 247. Then, for hectic days, they increased by daily dozens, until: "On Monday, January 25, we reached 712, what we hope is our peak. . . . Although the two factions between whom antagonism runs high were crowded together in small quarters," wrote Miss Cowgill, "the attitude of the applicants, almost without exception, was very good. On Tuesday morning . . . there was some difficulty, but since that time there has been excellent cooperation and understanding.

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Clients have seemed to realize that we are doing everything in our power to take care of them. Order has been maintained without any officer of the law being present. . . . Fortunately the organization is housed in a building that is strong, fireproof and functionally adjustable. At no time have applicants had to stand out of doors while waiting. Applicants claiming an acute emergency were given relief to tide them over until the home visitor could reach them. Intake procedures were shortened and speeded up."

Meantime, behind the busy front doors and swarming reception rooms, new and old staff showed that they could "take it." "Despite the accelerated situation," reported a visiting social worker, "there was a striking absence of the lost motion and confusion which usually are transmitted to clients in impatience and bewilderment."

THE surge of new cases hit the intake department, then the investigating or visiting staff, then the auditors. "Each department draws a long breath and jumps the wave when it comes," reported Miss Cowgill, watching a "hump" of about two thousand new cases pass through the organization in the first days of the upsurge, "without a letdown in standards or care in verifying necessary data."

Night work, restricted space, "almost every partition moved in every department," were inconveniences taken with good nature, enduring cooperation, and ready adjustment to emergent demands. Workers went long hours without food or munched sandwiches at their desks. Presently the WPA was persuaded to suspend its rules temporarily and to set up and run a staff canteen, later taken over by the county office itself. A rest room with cots where momentary relaxation could be snatched was added. The hundred or so workers hastily recruited from over the state "rapidly absorbed new techniques, acquainted themselves with a new city, and in spite of the pressure, met in the tiny canteen to eat and laugh and exchange experiences. . . . They took to the arduous work and long hours without complaint."

The bill for Genesee County's unemployment relief, which mounted at the rate of about $10,000 a day during the strike, was met out of the deficiency appropriation made by the legislature to carry the state relief program for the current fiscal year. For the last four years the policy of financing relief in Michigan has been one of joint funding from city, county and state. City and county do their best—which amounted to 24.4 percent of total costs in 1936—and the state takes care of the remainder. The possible need for another deficiency appropriation this year as a result of the strike is still in the realm of future worries.

The attitude of the community in general toward the relief efforts was cooperative. The executive secretary of the Community Fund volunteered three workers from fund agencies and two from his own staff. The newspapers printed statistics, for the most part with small comment. Wholesale and retail merchants, a little uneasy over large credits rolling up, accepted the assurance of the State Emergency Welfare Relief Commission that their bills would be met. About the only conspicuous failure in the community's general cooperation with the relief staff was on the part of an active battalion of influenza germs. These, it is reported, employed inexcusable obstructionist tactics.

The welfare committee of the United Automobile Workers was in conference with relief administrators from the first. "The committee seemed to find few points for complaints and all seemed to be in good order," Miss Cowgill observed on one of the first days of the strike. However, in the subsequent days of strain, it was necessary to request of the committee that it should not discuss problems of clients within the building, that its watchers in reception rooms should not suggest changes in visitors' decisions and that, barring exceptional urgency, decisions on intake be accepted by client and committee. On the question of preference, in the lines of applicants, to families of "men occupying the plants as strikers," it was decided that no special consideration could go to the "sit-downers" as against others waiting for attention. In general, a fine rapport between the relief organization and the UAW welfare committee was reported. The committee showed willingness to accept established routines and procedures and the relief office to correct mistakes.

The impact of the sensational jump in relief on the community as a whole probably was blunted by familiarity. When seasonal unemployment in automobile factories has been long a commonplace, sensational jumps in relief loads are not exactly surprising. Though this was an extreme case, involving the question, still controversial, of relief to strikers, no particular adverse reaction has been observed. Rather, reports a *Survey* correspondent, favorable comments have been made on the way the relief agency met the touch-and-go situation.

Miss Cowgill summarizes cogently: "For four years relief in these industrial communities has been like sand dunes: the wind of unemployment blows one way and they are leveled down; the wind of unemployment blows from the other side and they are heaped up. The public is used to rapid changes and adjusts to them."

"NOW it is over," says the last installment of Miss Cowgill's notes and jottings, made as the "hump" was going through the relief office. "The facts emblazoned in the mammoth head lines changed the relief picture over night. On February 10 when the settlement negotiations seemed deadlocked, applications numbered 656. On February 11, when the agreement was signed, they dropped to 275; on February 12 to 175. All the way through the strike, the applications for relief have been an accurate barometer of the publicized success or failure of the negotiations. When the prospect was hopeful, applications dropped off. When it seemed hopeless, they increased.

"What have we learned out of this experience? For one thing—not new to be sure—that social workers can keep their heads and do their jobs under extremely tense and trying conditions. They made blunders of course, some of them amusing. For example, there was the girl from out of town who sallied forth in a bright red tam, quite unaware that this was the insignia of the 'Emergency Brigade,' women actively supporting the strikers. When doors were slammed in her face, even when she was all but chased down the street, she did not know what it was all about. Not until she reported to the office and her supervisor saw her hat did she know what had caused the trouble.

"Another thing we have learned is the value of a statewide organization which can throw its strength into a difficult situation, establishing policies, recruiting personnel and shouldering the bulk of the financial responsibility.

"Finally we have learned the value of the conference method. The relief administrators and the welfare committee of the UAW spent long hours in conference, ironing out difficulties and misunderstandings. Not once during the crisis was there a resort to force—never a policeman in the building. We are pretty proud of our social workers."

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Social Workers Report and Forecast

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By RUTH A. LERRIGO

WHILE havoc of strikes and floods, new problems of social security and old ones of relief teemed on home fronts, 300 social workers met in Washington in mid-February for the delegate conference of the American Association of Social Workers. The national scene was seething too, and delegates came prepared to give ear and tongue to affairs at the capital—WPA and its future, proposed government reorganization and a new federal department of welfare, pros and cons of social security, and the inadequacy of general relief funds.

Set apart on a "delegates only" floor, conferees got together around long green tables and gave conscientious scrutiny to fat red folders of prepared wisdom. Veterans who always have a finger in the national welfare pie sat elbow to elbow with hard-working practitioners more accustomed to jobs than talk, and newcomers with academic finish still fresh and bright. Labor-conscious, young-minded Chicagoans; fresh, realistic West Coasters and midlanders; trouble-chastened Mississippi Valley dwellers; facile, professional New Yorkers and Philadelphians; an attentive gallery of invited guests; all were there. There was little "cutting" of sessions or traditional conference nonchalance as President Linton Swift led into the three-day stretch of words-to-an-end.

With most of the field of public welfare under discussion and nearly as many points of view as delegates, it looked as though talk would outrun action. By the time the last gavel had sounded, however, the members of the conference had gone on record on major points. Indeed it had taken only a few hours to demonstrate that, even at an AASW meeting, the all-important question is, "Words to what end?" A carefully prepared report of the association's Division on Government in Social Work was presented by William Hodson of New York. Packed with controversial subject matter, it carried forward and expanded the association's previously expressed "stands."

The delegates backed its proposal for federal grants-in-aid to states for a program of direct general family relief and providing an underpinning to catch those in need who are not now cared for under any program. They endorsed the continuance of WPA, and recommended further strengthening and development of federal employment services and vocational training and retraining programs for the unemployed. They approved the assistance provisions of the Social Security Act and were emphatic in advocating its extension to cover employes of non-profit agencies and other groups now omitted. They agreed that complete and irrevocable abolition of the old poor laws was absolutely necessary. They likewise insisted on the merit system in the selection of personnel "to save the entire relief and public assistance programs from going down in the pork barrel."

There is outstanding immediate need, the conference agreed, for a thorough study and evaluation of the entire relief and assistance problem by a non-partisan federal commission. This was recommended to President Roosevelt as appropriate "at this time of transition from emergency to long time operations."

With social security and its train of debatable questions on the mat for discussion, it was inevitable that categories led all the rest. There were speakers full of unhappy proof that, in practice, the categories of relief cause confusion and duplication of effort; that gross injustices stand out between their sharply delineated boundaries. Jostling opinions with these speakers were strong believers, who contended that categories are "saleable to and understandable by" the public and offer a real chance for coverage of need, if extended judiciously. Jane Hoey, speaking for the Social Security Board, pointed out that it encourages integration through the local administrative unit; that duplication of effort can be avoided by flexibility "on the job" and that the set-up offers real problems only in large metropolitan centers. Some saw in a new "general" category a possibility of undergirding the present assistance program where and when it caves in.

The upshot of a ranging discussion was that the question, "Is relief by categories to be preferred to generalized relief?" remained on the list of points on which "the sense of the meeting did not appear." A good safe "sense" was reported, that "coordinated effort should be undertaken by federal, state and local authorities to fill existing gaps in relief programs," and that the Social Security Board be supported "in its advocacy of state public welfare bills for categorical and general relief."

BY the time the conference finished its consideration of the Social Security Act it had recommended, further:

A change in the provisions of the act so that workers earning $1000 a year or less be exempted from contributing to old age insurance.

Provision by the federal government for a voluntary annuity, to be granted at cost up to a maximum of $500 a year and available to any individual.

Extension of unemployment benefits, to be used in study and vocational training for youths under eighteen who have never been employed.

A committee to study a possible new assistance category, invalidity, designed to give unemployment compensation to workers suffering from protracted or chronic illness.

Uniform participation by the federal government in costs of all types of assistance and administration on a fifty-fifty basis.

The "stand" of the conference in relation to WPA was expressed in the report of the Division on Government as "opposed to the curtailment or demobilization of WPA except as the total need is reduced by the recovery of private industry." The gradual transformation of WPA into a government employment program, as adequate as possible, was advocated, such program to offer genuine employment on useful projects, suited to the workers employed and divorced administratively from relief.

A skirmish between Harry Hopkins and the AASW

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during the meeting was waged largely by the newspapers. It began when newspaper men asked Mr. Hopkins to comment on a recent AASW survey which indicated inadequate and haphazard relief in twenty-eight representative cities, since the withdrawal of federal funds for direct relief. Mr. Hopkins had not read the statement. Reporters described it. In a sweeping if brief reply which the newsmen drew from the WPA administrator, he was quoted as charging that the AASW favored a return to "penny-pinching, pantry-snooping direct relief." A morning paper carried a cartoon representing WPA as a vanquished Caesar under the dagger of an unidentifiable, portly Brutus tagged American Association of Social Workers. The drawing carried the inevitable title, "Et tu, Brute!" The affair was given editorial attention, particularly in newspapers unfriendly to Mr. Hopkins. The incident was recognized and closed by Mr. Hodson, at the concluding session, as fomented by reporters and the result of a misunderstanding of fact.

Aside from the proposal that federal money be used for "underpinning," only minor attention was given to problems of direct relief. There was discussion of the necessarily competitive nature of even low standard relief with some types of private employment, together with the ethical question and the dangers involved in "subsidizing underpaid industry by supplementation." A Philadelphia study of 500 rejected applicants for relief was reported, which showed that the difference in weekly income between families eligible for relief and those ineligible was only $3 to $4 in weekly income.

Dorothy Kahn left some listeners stimulated and others floundering by developing a thesis which she had presented also to the International Conference of Social Work in London. Believing that the concept of work should be separated from maintenance, she held that "work is the natural expression of the creative impulse in man and not merely the result of the driving pangs of real or prospective hunger." If, then, maintenance were guaranteed as a right, and work projects divorced from maintenance, she contended, people would flock to suitable projects, where work would hold prestige for its creative rather than its subsistence value.

THE conference endorsed the proposed new federal department of welfare, cautiously leaving room for question as to its form and make-up. Many delegates were disappointed that the subject received scant discussion. At the closing session, a proposal was adopted that the subject be referred to the chapters for study and report at the delegate meeting to be held in connection with the National Conference of Social Work in Indianapolis, May 23 to 29.

Throughout the sessions, the delegate conference gave much attention to holding a looking-glass to its own professional qualities. "Why social workers? What are our responsibilities? Our area of professional competence? Our standards of evaluation?" When speculation turned on the classic subject of social worker unpopularity, especially as evidenced in the "beatings" taken from legislators, Grace Abbott exclaimed that she was tired of this inferiority complex.

"We sometimes show a surprising lack of humor," she said. "We think we *must* be treated with the respect our good intentions command. Now, I don't go sneaking around thinking people don't like me because I'm a social worker. If they don't like me it's for some other reasons!"

Hours of discussion were spent by the delegates in baffling efforts to define and stake out the area of their "professional competence." Gordon Hamilton, of New York, suggested that the kernel of the matter is "evaluation," which must be worked on before it is possible to get anywhere in a discussion of competence. A consensus of opinion vote favored studying evaluation, with all of its ramifications, reaching out not only to competence but also to employment practices, agency ratings, dismissal procedures, and personnel practices.

THE social worker's capacity and responsibility for social action repeatedly was dragged into discussion, but usually was left to flounder in questioning. Should social action be individual or professional? Was it within social work's "area of competence?" How, as a numerically small group, would social workers be most effective? Did the members realize that social action cost money and must be paid for? Some objected vigorously to expressions of caution and questioning of social workers' competence, protesting that leadership in social action was their traditional bent; that it was indeed a responsibility. Chiefly in reports of local chapters' efforts to influence legislatures did the subject come out of theory into practice.

The whole question of professional standard setting was the subject of exhaustive debate. The conference dissected membership standards for AASW, rating standards for accredited training schools for social work and approved social agencies, employment practices within social agencies, as well as evaluation of workers on the job. A strong left wing was convinced that AASW membership should be liberalized to take in a more numerically significant proportion of able practicing social workers. An equally determined group felt that only strict academic standards for membership, tied up with equally strict ratings for training schools would serve the future of the profession. Approved employment practices for social agencies, drawn up in detail by a special study division, were adopted and commended to local and national agencies for use in rating "approved agencies." Among specifications were a thirty-eight hour week and employe participation in policy forming.

The conspicuous success of the conference was the performance of the report committee, Joanna C. Colcord of New York, chairman. It was the duty of this committee to present at the last session a complete summary of all the meeting had said and done. With a firm hand the committee pulled together consistent trains of thought and trends of opinion from sessions which, in some cases, had seemed diffuse and inconclusive. There had been times when it appeared that tangible results from the meeting would be lost in a swirl of words. But by adoption of the report committee's summaries, the conference defined its positions. Votes which had been recorded guardedly as "sense of the meeting" were crystallized into definite "stands."

Conferees went home convinced that, for three days, they had lived intimately with the vital questions of today and tomorrow. Now they saw in terms not only of home fronts but of the whole country. The ruminative found that they had a cud full of ideas to chew on.

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High Water High Marks

Red Cross speaking . . .

JAMES L. FIESER, **vice-chairman in charge of domestic operations.**

To describe what happened in one city is to describe what happened in all of them. In no place was there any real evidence of confusion or of disorganization in efforts to rescue those marooned by the flood and to see that all had shelter, food and medical care.

We had hoped to be able to staff this disaster relief operation almost entirely with experienced disaster workers but as this proved impossible we requested from other agencies the loan of case workers and others familiar with camp organization and large scale feeding. We found that some of the men trained in social work and experienced in setting up and directing transient camps were best qualified to help us in operating the refugee camps along the lower Mississippi. State and city departments of public welfare released to us some of their best men. In every instance there was the greatest willingness to cooperate. Workers were secured from all the larger cities as well as from many rural communities.

In accordance with our usual procedure we took these borrowed workers onto the Red Cross payroll at their going rates of pay with living expenses and transportation in addition. We now have the largest staff ever assembled for a single disaster relief operation. There are 950 case workers throughout the flood area, a number which will probably be increased to some 1100 in addition to 1502 nurses and a considerable staff of accountants, building advisers and other regular Red Cross personnel.

Cincinnati speaking . . .

C. M. BOOKMAN, **executive vice-chairman, Community Chest.**

THERE was no panic and little confusion. The city of half a million, without lights or water, remained calm. The whole community, as one man, came forward to help. There was no shortage of food or clothing—both came by the truckload from everywhere. In fact, as someone remarked, we had two floods, one of water and one of used clothing. Clothing was of every description, from fur coats, buffalo robes and nineteenth century underwear to boxes of assorted fine laces—all for the flood sufferers. Help of every kind was offered. A good maiden lady was "willing to share a nice double bed with a flood refugee"; a kind woman in Iowa was "anxious to adopt half a dozen flood orphans."

Professional social workers, more than 250 strong, mobilized with one accord under the Red Cross. Emergency stations and canteens established, flooded and evacuated; local Red Cross organization strained to the breaking point to meet a disaster previously unthought of; an army of unorganized volunteers desperately anxious to be of service; communities cut off from all contact; rumors growing with each repetition—such was the situation into which social workers waded—literally—without thought of personal or agency credit or possible honor.

The consolidation of emergency shelters and canteens which sprang up like mushrooms all over the city was no small undertaking. Establishing a regular procedure for Service of Supply was in itself a job of mammoth proportions. Scores of hastily installed telephones became the nervous system of the emergency organization. A phone ringing, a familiar voice recognized: "We've moved. Take the address. We had 123 cases; now have 500. Need more help quick. Please switch me to Canteen."

Another phone ringing, a tired and excited volunteer speaking: "We need the National Guard." . . . "Why?" . . . "Householder won't be rescued. Threatens to shoot us up. We want guardsmen and guns." . . . "Is the water still rising in his house?" . . . "No." . . . "Have we offered help?" . . . "Yes." . . . "Think he'd drown before moving?" . . . "No." . . . "Are your boatmen tired and hungry?" . . . "You're darned right they are." . . . "Well call off your boatmen and feed 'em." . . . "O.K. chief. So long."

After the first shock of work stay-until-relieved assignments were succeeded by three established eight-hour shifts in all stations, with even a skeleton organization for district supervision that was turned over to the National Red Cross as it took hold.

Too much has been said about the paralyzing effect of the flood on the entire community. For the flooded district, one sixth of the city proper, "terrible" was indeed the word. For the remainder of the city the situation was uncomfortable but not alarming. The role of the citizen there was that of a patient waiter with a great desire for service. Days passed and anxious nights. Rescues were successful, fire hazards were met, disease did not rear its ugly head—in fact the rate of illness was below normal.

Now we face the long pull, the less dramatic rehabilitation and reconstruction. A Rehabilitation Council has succeeded the Disaster Council. Federal, state and local forces plan to meet rehabilitation in the same coordinated purposeful way they met the actual flood.

My task was behind the scenes working with the Disaster Council; days and nights of quick action, association with valiant co-workers, and slowly an organization taking form rationally and democratically. Disaster was averted, the emergency is over, and our grandchildren will hear from us endless stories—probably grossly exaggerated—of what we did in the Great Flood of 1937.

Louisville speaking . . .

MARY B. STOTSENBURG, **executive secretary, Community Chest.**

EVERY social agency in the city turned its full staff and facilities into the flood emergency. The hospitals and public health nurses were under the direction of the city health department; the Travelers Aid evacuated refugees by train until the station was flooded; Boy Scouts handled a number of boat stations as well as doing messenger service and dozens of other things. During the first hectic days the Community Chest office was the clearing house for volunteers; literally thousands of people called to offer service in some form.

Case workers from all public and private agencies mobilized under the Emergency Relief Department and were placed as needed in the various shelters. They did every imaginable kind of emergency service ranging from midwifery to the care of household pets. Almost every family arrived at the shelter with a dog, cat or canary, sometimes

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all three, and their care was a real problem. The Emergency Relief Department operated on a twenty-four hour basis and while an attempt was made to divide the workers into shifts many of them were on the job continuously, catching sleep as they could on the floor or on desks. Probably 90 percent of the social workers were flood refugees themselves, separated from their families, but in spite of their personal anxieties they stuck to the job.

The flood situation changed from hour to hour and relief organization and effort had to follow it. A shelter organized in the morning might have to be evacuated before night. Thousands of refugees were moved to the "dry lands area" over a pontoon bridge which they had to cross single file at ten-foot intervals of space. The settlements and Salvation Army centers in the downtown districts turned themselves into shelters and feeding stations. At the height of the flood a hundred pounds of fish were sent to the Negro refugees housed at the Presbyterian Colored Mission. A fish-fry was organized and much enjoyed by one and all. An old woman was heard thanking the Lord for her nice new home.

The poise and calmness of everyone, including the refugees, were impressive. Everyone took direction and followed orders, the social workers along with the rest. The people of the whole city worked as one body under the mayor to handle the emergency as it developed from day to day. Later on the Red Cross took responsibility for purchasing supplies, supervising warehouses and so on, and for establishing district offices to begin the rehabilitation of individual families. The plan was worked out with the cooperation of local agencies and the social workers are now engaged in these districts under the Red Cross.

Frankfort speaking . . .

MARGARET WOLL, **director field operations, public assistance division, Kentucky Department of Public Welfare.**

EVEN when the water was in sight from our windows we could not believe that it would reach the office and the files containing the thousands of records on old age assistance in the state. But it did, and so fast that the files and everything else had to be abandoned to the mercy of the river. Our staff, our field workers and supervisors joined local relief efforts wherever they found themselves, but as soon as the peak of the flood had passed we mobilized them all by radio in order to get February checks to the beneficiaries with the least possible delay. Fortunately these checks had been sent, when we saw crisis approaching, to the various district offices, but thousands of the beneficiaries have been flooded out of their homes, are refugees in other counties, even other states, and the task of locating them is enormous.

I wish you could have seen our state administrative offices when the water went out. Steel filing cabinets and everything else had burst and added their contents to the mass of papers tossed around for days in the water. We spread out the mess in every conceivable place and way and put in coke stoves to supplement the furnace heat in drying things out. When dried out and the mud scraped off it is remarkable how many of the records can be read, though most of them will have to be done over. A good many are already mildewing. Just try assembling a single record from a mud-stained mass of thousands of broken folders and files and you will know what a job we have in rehabilitating our working system while work goes on.

One of our minor tragedies occurred in my own little office where, with a coke stove going full blast, every inch of space was covered with drying records. Real progress was being made until the high temperature set off the overhead automatic sprinkler system and a new flood descended.

Our state workers have returned now but we have few facilities with which to work. Our entire stock of supplies was ruined. However the morale is good and we are trying to keep up the fighting spirit which is the order of the day in Kentucky. We did nothing outstanding. Our workers like everyone else took it as their jobs to fit in where they could be of most service.

NORMAN BRADEN, **director division of probation and parole, Kentucky Department of Public Welfare.**

Conditions in the Kentucky State Reformatory before and during the evacuation of the prisoners made one of the sensational stories of the flood. Mr. Braden's letter is a chronological summary of critical events in which he was a participant.

IT is seven o'clock the evening of Thursday, January 21 and the water is two feet deep in the cell block. Prisoners have been moved to the catwalks of the high tiers of cells, but the water is rising steadily, threatening every moment to reach the power house and cut off heat and light. There are 2900 convicts in the prison. At 11:15 all efforts to save the power plant fail and the lights go off.

By nine o'clock Friday morning the current is so swift that it is almost impossible to enter or leave the prison except with power boats. By night the prisoners are giving evidence of panic; ominous sounds are heard over the walls. Every effort is being made to feed and keep them warm. Truckloads of oil stoves and food are brought in from Lexington and transferred to the prison by boat. Each man is issued five blankets, but by Sunday they are frenziedly tearing them up and throwing them into the water. To get from one part of the prison to another means wading through icy water, waist deep.

Saturday now. The water is creeping higher. The cell blocks can no longer be entered either afoot or by boat. Bars must be sawed from the windows to allow food to be passed in. It is evident that the prisoners must be evacuated.

Sunday, and we are bringing the prisoners out in boats. Only power boats can hold their own against the current and for every boat load of prisoners there must be two boats for guards. The governor is wading around in hip boots assisting in the removal.

Parole officers are sent to Lexington and surrounding towns in the Bluegrass to arrange for the billeting of prisoners as they come out. All jailers are notified to prepare to receive convicts. The removal of prisoners by boats is too slow. A ramp is being built over the wall so that the men can be marched out under guard. The first load is started for Lexington in army trucks. Prisoners after they are out must be held under guard until billeting and transportation arrangements are made.

All day Monday they keep coming, but by Tuesday afternoon they are all out and under shelter. Not a man was lost in the transfer. Considering the conditions within the reformatory walls before and during the evacuation there was little disturbance among the prisoners. In the main they were quiet and orderly and many, both white and colored, responded instantly to orders to assist in the relief work. We were all pretty thankful when it was over.

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Children Aren't Trash

By GERTRUDE SPRINGER

Miss Bailey Says . . .

Let's not be poor-law minded about assistance to children. Take, for example—

Seven pretty deplorable youngsters whose mother, deserted by her husband—if any—is more or less a town scandal?

Three little girls, already near-problems, in a home so unsuitable that there's no room for argument, and no other place to put them?

Two bright boys whose mother has made the grade with occasional relief, and a little begging, and who likes it that way?

"THEY'RE trash, just trash, and it's nonsense to try to make anything else of them. I've had the whole tribe and I know."

The final shot of the departing caller interested Miss Bailey, waiting to see the county welfare director, and she opened without preliminaries.

"The lady seemed wrought up."

"And how!" Young Mr. Baker was inelegant but emphatic. "That was the school principal, and she's wrought up every time anybody tries to do anything for kids, except bawl 'em out and keep 'em after school. And a lot of good that's ever done the Martins!"

"What's the matter with the Martins?"

"About everything. There's seven of 'em to start with, running from twelve down and for at least four no visible father, though Mrs. Martin says her husband drops in now and then. Anyway there are the seven kids and no one can prove anything. The family has scrabbled along somehow, with Mrs. Martin grabbing off what relief she could get. Possibly she has supplemented—after her own fashion—which doesn't make it easier to help her children in a town like this where we think that only the good get hungry."

"But what's the trouble now?"

"The trouble," Mr. Baker went on, "is that, by every legal comma and rule, the Martin children are entitled to assistance in their own home if it is suitable. We are trying to make it suitable and the principal disapproves, says that the mother should be 'turned out,' and the kids put in the state home—though it's got a waiting list so-o-o long."

Miss Bailey felt a rash of questions coming on.

"What about the Martin home? What's it like?"

"Terrible—simply terrible. That is, it was. A four-room shack down by the tracks, the kids huddled into three dirty messy rooms, no regular meals or regular beds or regular anything."

"I thought you said four rooms."

"Ye—es, Mrs. Martin had a 'parlor' with curtains and pictures of movie kings—quite fixy in fact. The kids weren't allowed in there." Mr. Baker looked faintly embarrassed.

"The children themselves—what are they like?"

"Pretty ornery, and why shouldn't they be? They've been kicked around from the day they were born. It seems to me that if this security stuff means anything it's got to give children like that an average break."

"But how can they get a break with that mother?"

"First, let's ask why she's that kind of a mother. There's plenty of answer to that too if you ask me. Anyway, it's with her we have to start. She's fond of the kids in her own way. She didn't treat 'em badly—she just didn't treat 'em at all. It seemed to us that she had something to go on—just as the way she had fixed up her 'parlor' hinted that she might keep a decent house if she had an incentive. She'd been picking up grocery order relief when and if she could find it, but merely putting in a cash allowance for the children didn't seem like the whole answer. That family needed a change of scene. So do you know what we've done?"

Miss Bailey wouldn't even guess.

"We've moved the whole outfit over to the other side of the county to a place where nobody knows they're trash. We found a five-room house and we allowed Mrs. Martin money for repairs and furnishings, doing it her own way, and driving her own bargains. She's been a wonder. Would you believe it, every room has curtains and calendars, and dime store vases, and there are regular beds and a dining table. She gets $71 a month, cash money, for the children, and darn it, I believe she's going to make good."

"But why does the school teacher object?"

"To the principle of using taxpayers' money for people who are just trash whatever you do for 'em. But it seems to me that children are children and that maybe, if we can catch 'em young they won't have to be trash. Of course we can't be too sure that Mrs. Martin won't slip from grace, but now at least we can keep an eye on her and can protect the children if it becomes necessary."

"And if it does, what then?"

"We'll cross that bridge when we come to it—which isn't saying we haven't come to it in other cases."

Miss Bailey registered interest and Mr. Baker went on.

"THERE'S Mrs. Hopson, not quite feeble-minded but plainly 'teched,' whose husband deserted her and none too soon. There are three not-so-bright little girls, the oldest barely thirteen, already being whispered about. No one suspects Mrs. Hopson of scarlet living but as a mother she just isn't there. She abuses the children and the home she keeps certainly is unsuitable for growing girls. Only an act of God, giving that woman new mental equipment, could make it different.

"But what can we do? We've gone into the possibility of relatives and there aren't any. There's no placing-out agency in this county; the state home-finding society is taking only the most acute cases; the state home is so full that it's bulging and it's a poor bet for these girls anyway. Theoretically there are ways to break up this unsuitable home, but in reality the cure would be worse than the disease. What we need are facilities for these cases that do not fit into the pigeon hole marked 'assistance to children in their homes.' It doesn't seem fair, does it? Children with even passable mothers get the breaks; but if the mother or

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near kin are wash-outs the children get no break at all, though they're the ones who need it most."

"But what have you done about the little Hopson girls?" Miss Bailey wanted the rest of the story.

"We're putting in assistance, and we're taking a beating for it from the town. Maybe the town's right, I don't know. It's a choice of assistance or direct relief and relief here is practically starvation unless it is supplemented some way or other—and our board isn't looking for any of that in this Hopson case. Under assistance we can put in enough to make existence possible, and can keep a hand on those girls. The board isn't too optimistic but it thinks that the girls are better off with us on the job than without us."

"Why is the town upset?" put in Miss Bailey.

"BECAUSE it figures that we're pouring money in a rat-hole. The Hopsons are old town-poor and our friends see them as hopeless—as perhaps they are, without a good deal more careful treatment than we are equipped to give. The town is willing that people like Mrs. Hopson should have grocery orders when absolutely necessary but cash money is different."

"But there may be a real point in that attitude." Miss Bailey was talking to herself as much as to Mr. Baker. "With funds so limited is it good social sense to spread them to the widest interpretation of the law and hope that by and large they'll accomplish something? Or should we concentrate on those cases that are definitely hopeful?"

"If you're asking me," answered Mr. Baker, "I wouldn't know. I only know that I don't want to be responsible for consigning those little Hopson girls to township relief for the next few years. Did you read Martha Gellhorn's, The Trouble I've Seen? I'm not having any little Ruby on my soul if I can help it. I'll take a chance on Mrs. Hopson's dirt and disorder."

In the course of various visitations Miss Bailey discovered that not all mothers whose children are eligible for assistance are asking for it. Occasionally it is regarded by doubting sisters as just another kind of relief, and if what they are getting is at all adequate they prefer to hang on to it. There was loud outcry in midwinter when orders from Washington directed that all women with children eligible for assistance should be dismissed from WPA projects. Even if allowances would equal their WPA wage the mothers protested, "I have to apply, but please turn me down so I can get my job back."

In many places public welfare officials have made no effort to examine direct relief rolls to discover eligibles for assistance to dependent children. The turnover on direct relief is so large, they say, that to lift out this category as of any one month would mean that they would "catch" many cases not there the month before or the month after. They question the wisdom of transferring to the long time program people whose need of assistance seems to be only temporary or occasional. "It is impossible, even if it were desirable, to put on 'security' all the economic border-liners. Relief should be a tool to help these people keep to the way of independence; it should not be a first step to long term dependence—as it might be if we assume that being on relief at any one time establishes the continuing need for assistance to children. We should watch our step in this whole area between temporary relief and assistance and not let our policies 'freeze' until we know more about it."

Unpredictable human beings have a queer way, it seems, of refusing to go into pigeon holes. There was Mrs. Johns, for example, whose story Miss Bailey heard from an harassed supervisor in a southern town. Mrs. Johns had been a widow for years; running her home and earning a living for herself and her two bright little boys who did some odd-jobbing on their own account. Of late years Mrs. Johns had to have occasional help from "the relief," but always she managed to pull herself out again. When she heard of "pensions for mothers" she promptly presented herself. But after she understood that this wasn't a bonus for being a mother, but was budgeted assistance to the children, involving her own fairly constant presence in the home, she was not interested. She did not propose to change her way of life and the "security" held by a regular allowance seemed less desirable and indeed less remunerative than dependence on her own efforts.

No one quarreled with that stand until it was discovered that the boys were engaging in a side line of begging.

"And what can you do about that," asked Miss Bailey.

"There isn't a thing we can do. We can't force Mrs. Johns onto assistance, even if we were sure it would stop the boys from begging. It is a problem for other community agencies and influences, not for us. We are not a general protective agency for all children of all low income mothers. I wish people would get that straight. Every time one of those Johns boys says, 'Please mister, give me a nickel. Me mudder's sick,' somebody is scandalized because we don't give 'that poor Johns woman' an allowance so that the children won't have to beg."

Remembering how rapidly the whole pattern of helping people out of trouble has changed in recent years. Miss Bailey felt no surprise that the public, and indeed the social workers themselves, are somewhat confused over the principles and the practice of this newest addition to resources for helping children. For new it is, to most of the country. Although the principle of mothers' aid has been written into most state laws for years, the practice, with various honorable exceptions, has been so weak and spotty as to leave the run-of-the-mill citizen quite unprepared for the broad program now taking form. The philosophy of assistance is not crystal clear to Mr. Citizen when its object is some long familiar local unregenerate. Nor is it wholly clear, even to social workers, why the seven children of "deserted" Mrs. Martin should have $71 a month, while the seven children of a WPA laborer must exist on his $42 wage, and seven children whose father neither has deserted nor landed in WPA must live on township grocery orders.

"It's no wonder the poor old public is confused by these beginnings of a system that isn't even licked into shape yet," ruminated Miss Bailey. "It's full of paradoxes and all messed up with old prejudices and emergency notions. Time is what we need, time to resolve the paradoxes and to demonstrate that this isn't a new fancy form of relief but a principle and a method. We've got to keep the principle straight and the method fluid and not be too sensitive to criticism from people who still are poor-law minded. There's backing for this program in every community even if it isn't always articulate. Plenty of people besides social workers know that we can't afford to let children be trash."

This is the third of the new series of articles in which the veteran "Miss Bailey" sums up the results of her first hand observations and discussions with workers close in to the actual operation of the social security services.

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BEHAVIOR AS IT IS BEHAVED—V

The Andersons Reform

By ELEANOR ROWLAND WEMBRIDGE

"I THINK it's a good idea, no matter what you say," Mrs. Anderson insisted, "and I intend to try it. It's foolish to say that we're too old to change our ways. We're just too lazy. Age is only in your mind anyhow."

"Yeah, that's so," agreed Mr. Anderson without looking up from his newspaper or stirring from his comfortable chair in front of the fire.

"I've got a list right here. I've just made it out," his wife went on. "I've written down all the silly little habits that I ought to change, and I'm going to change them."

"Quite a long list, I presume," murmured Mr. Anderson, still inattentive.

"No longer than yours would be. Now look." Mrs. Anderson thrust a sheet of note paper under his eyes. It was a formidable inventory and Mr. Anderson took notice.

"I suppose this means that you're going to change the furniture around again," he grumbled, poking at the fire.

"No. I'm going to change more important things than furniture. I'm going to change my ways of doing things. I'm in a rut. I don't know why I've stood myself as long as I have—the way I look, the way I act, the things I say, the way I live. My weight for instance. I know I'm too fat. And I drink too much coffee. So I shall drink a cup of hot water for breakfast, and cut out lunch altogether."

"With prices going up, that's a good idea, but don't expect me to join you," asserted Mr. Anderson stubbornly. "Don't try to change my diet. Fat or thin, I'll drink coffee, and I'll eat lunch."

"Eat what you like. I've given up your waist line, but not mine. But anyhow, you've got to learn to hang up your overcoat and not leave it on a chair in the hall. And I'm going to get a new shoeshelf for the closet and you're to put your shoes on it. It's all nonsense your kicking them off in the middle of the floor every night. I might break my neck stumbling over them in the dark."

"Yes. I suppose that would be a good idea—I mean about the shoes." Mr. Anderson looked none too happy.

"And what's more," Mrs. Anderson warmed to her theme, "I'm sick of the way I do my hair. I've done it this same way for years. But now I'm going to leave off hairnets. No one else wears 'em any more, and everybody says they add years to your age. If other women get along without 'em, I don't see why I can't. Then there's earrings. They make other people feel dressed up, but I've always thought I'd feel silly in 'em. But that's just because I'm not used to them. I got some cheap ones to try."

In front of the mirror Mrs. Anderson manipulated some improbable pearls and made them fast to the lobes of her ears. They dangled giddily on both sides of a face ornamented otherwise with an expression so far from giddy and so full of stern resolve, that even to herself the result was disconcerting.

"I guess to get the earring habit, you'll have to cultivate an earring smile," observed her husband mildly. "Maybe you can't acquire it as easily as you can buy jewelry." She saw to her dismay that he was right. Her face gazed back from the mirror with the startled look of a staid old horse who finds his ears bedecked with daisies.

"I'm not dressed for them," she explained. "They'll look all right when I am."

"It's a funny thing," ruminated Mr. Anderson. "You feel about earrings the way I do about golf trousers. I've tried to wear them to please you. But they've got me licked. I feel like a fool in 'em, and they make me look like one."

"I'm sure you'd look nice in them if you'd give them a chance." Mrs. Anderson held to her principle, though at this point without much conviction. She remembered her insistence that her husband venture into golf trousers, and how shamefaced he was in them, like a little boy dressed for a costume party. Probably it was too late now for him ever to look like an outdoor man. She sighed as she laid the pearl pendants back in the box; but she was not ready to yield the principle.

"Now look at the Oswalds next door. They can get away with any style of clothes. But what they can't do is to save their money. It's pathetic how they try."

"Try, do they?" growled Mr. Anderson, who didn't like them.

"Yes, I really believe they do. But she was brought up rich, with extravagant habits, and she doesn't seem able to change. Everything she buys for the baby is the most expensive there is, even things he'll outgrow in a few months—like that baby coach and bath outfit. Would it hurt that baby to be wheeled in a $15 buggy, and bathed in a basin, when they're as hard up as they say they are? She always claims it doesn't pay to buy cheap things."

"It would pay Oswald to live within his income. He told me once that when

THE FORCE OF INDIVIDUAL HABIT

WHY did not the Andersons change their ways? Was it because they did not really want to? Or did not want to hard enough? Or wanted to and at the same time did not want to? Is this possible?

Can you name three habits of your own which you have succeeded in changing? How did you do it? Three you tried unsuccessfully to change? What was different in the two situations?

Do you consider that the Andersons had average, or less than average ability to change? How "average" is your own ability compared with theirs?

Why not make an experiment with yourself, trying for two weeks to change two of your settled habits, noting your progress and the reasons for your success or failure?

And afterward ask yourself: did the result depend upon the length of time you had the habit? Your pleasure in it? The force of your desire to change? Or were the reasons more obscure or complicated, or beyond control?

Does the ability to change individual habits have any bearing on delinquency?

SUGGESTED READING:

WILLIAM JAMES: Psychology. Chapter 4. Habit.
KNIGHT DUNLAP: Habits; Their Making and Unmaking.
EDWARD THORNDIKE: Adult Learning.
WILLIAM SEABROOK: Asylum.

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they first got sunk in debt he could hardly sleep for worrying. But now that he sees his wife can't change, he's trying to change himself and not let the bills bother him. He's coming along fine, I'll say. I'll never see that $25 I lent him six months ago. He can try some one else next time. I see they're turning in their old car."

"Yes. She told me that it wouldn't pay them to get new tires. Which means that they don't intend to pay us."

"There's nothing you can do with that kind of woman but drown her," snapped Mr. Anderson savagely. "She's a spoiled girl, as spoiled as rancid butter, and about as useful."

"I think she tries to change." Mrs. Anderson was trying to be fair. "But she forgets herself; slips back to her old spending habits, just the way Mr. Oswald makes mistakes in his English once in a while, even though he went to college. I heard that his parents were pretty ignorant, and apparently no amount of education keeps him from a few lapses when he isn't thinking."

"I suppose that's why I always hang the hammer on a nail instead of putting it in the tool box. My mother always made a great point of that—we boys always must hang the hammer on a special nail in the woodshed, and it's just second nature to me to look around for a nail."

"You're such a creature of habit." Mrs. Anderson shook a discouraged head. "It's incredible how hard you find it to change. The doctor has told you again and again that you would breathe easier if you would sleep on two pillows instead of one. Yet night after night, you wheeze away with both pillows on the floor. Now there's no sense to that. It's just plain stupid not to make things easier for yourself. I should think you'd at least try."

"I do try," protested her husband, poking at the fire, "but my old ways are just too strong for me. How about yourself? The same doctor told you not to eat between meals. But I catch you at it every day of your life."

"I know you do. And come to think of it," she added suddenly, "there's nothing I'd like so much this minute as a cheese sandwich with a cup of coffee. I got some fresh rye bread and roquefort today."

"If you'll let me throw my coat on the chair, my pillows on the floor, and my shoes wherever they fall, I'll go out and have a snack with you." Mr. Anderson started up hopefully, as if he knew what she would do.

The sheet of note paper, with the list of resolutions so bravely made, fluttered from Mrs. Anderson's lap to the hearth as she followed her husband into the kitchen. Protesting as she went, nevertheless she went, and presently produced portly sandwiches and hot strong coffee. Munching comfortably together over the kitchen table, Mr. Anderson soothed her.

"Maybe we ought to change our ways. You're probably right, but our habits have got us down. We're like a couple of old dogs, used to our platter under the sink and our beds behind the stove."

"Oh, what an awful picture," his wife protested, putting down her sandwich.

"It's true just the same," he insisted. "This is the way we do things, and it's too much trouble to do 'em differently. You let me be disorderly, and I'll let you get fat. Why suffer at our age?"

His wife sighed again. But she poured him another cup of coffee, and spread herself another sandwich.

Meantime in the deserted living room the sheet of note paper on the hearth began to char and blacken. Presently it burst into a flame. A puff of smoke and a whiff of grey ashes went up the chimney.

This is the fifth in a series of sketches described by the author in her introduction as "life occurrences without labels." [See THE SURVEY, *November* 1936, *page* 333.] *The sixth, The Pashkas Eat Breakfast, will appear in April. The sketches are from an unpublished book. Selections for* SURVEY *publication, their order and arrangement are by the editors.*

You're spoiling all our citizens,
They've changed to lazy louts,
They wouldn't take a private job
If driven there with clouts.

And John who never worked a day
In all his lazy life,
Is sitting around the kitchen stove,
While you feed his kids and wife.

Why don't you take relief away,
And make him stop his shirking?
I don't know where there's jobs to get,
But know he should be working.

And Pete gets more than he should have,
I know that's gospel truth,
'Cause someone told the man next door,
Who told to Mrs. Booth.

And Mrs. Booth told Mrs. Jones,
Who passed it right on down.
Now can you doubt the truth of this,
When it's known all over town?

TSH! TSH!! TSH!!!

By A. D. WINSLOW

Relief Administrator,
Mason County, Michigan

YES, "it's known all over town," as I suppose it is "known" in the same way in every other town—only with us it is a county of some 19,000 people, all of whom apparently, except the Johns and Petes themselves, know some story of relief chiseling as "gospel truth." We in the relief administration know better of course. We know how one slacker can multiply as the story rolls along; how one incident inaccurately observed perhaps, or misunderstood, can be blown up into a general damning "They don't want to work."

But we had no proof sufficiently simple and direct to carry conviction to people who never doubt anything "when it's known all over town."

Then out of a clear sky came the visual evidence. Owing to a seasonal rush of work our eight visitors were obliged to skip one of their periodic contacts with their cases, customarily made once a month. These contacts of course served to check on changed conditions and the need for continuing relief. To our gratification the clients, when the visitors did not appear, proceeded to do their own checking. The mail was salted with returned orders, uncashed, and with letters saying in effect, "We have a job now and can go off relief."

I don't know what moved me to begin tacking these communications on my office wall, but I did, and the result was what I call my True American Display. It consists of forty-two orders for groceries and the like returned voluntarily because, on account of changed circumstances, they were no longer required; thirty-two letters expressing appreciation for relief and notifying us that, due to reemployment, it need not be continued, and two uncashed checks for one day's work each, returned by the recipients.

The True American Display attracted much attention, the local newspaper commenting on it as follows:

"On a wall in the office of A. D. Winslow, SERA administrator, is an exhibit worth noting. It is made up of a number of relief orders which have been returned by the recipients. . . . Inasmuch as these individuals had just obtained new jobs, no one would have known the difference had they cashed the orders sent them. But that is beside the point. These persons had no desire to capitalize on a situation which made detection unlikely. They were not interested in any act even remotely bordering on chiseling. . . ."

Thus, with simple visual evidence we started a new story going and ourselves gave the challenge:

"Now can you doubt the truth of this
When it's known all over town?"

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The Common Welfare

The Fight to Ratify

THREE more states—Nevada, New Mexico and Kansas—ratified the child labor amendment in February, and at this writing (February 25) the fight centers in New York. The state Senate passed the ratification resolution with a comfortable majority. At a six-hour hearing before the Assembly Judiciary Committee, the opposition was led by Bishop Edmund F. Gibbons, who spoke on behalf of seven other Catholic bishops in New York, and read a statement from Cardinal Hayes. Though the Church has persistently opposed the amendment as "an unwarranted invasion of parental rights," it has not hitherto taken so forthright a stand. [See *Survey Graphic,* January 1937, page 10.] At the hearing friends of the amendment were much more numerous than foes. They included Mayor La Guardia of New York City, a Catholic Citizens Committee for Ratification, representatives of organized labor, and some six hundred members of the Joint Committee for Ratification. But Bishop Gibbons' statement cost the amendment support among Democratic assemblymen, a majority of whom are Catholics, and this caused the Republicans to waver. At this writing the issue is in grave doubt, with the possibility that Governor Lehman, who favors ratification, will make a radio appeal to the voters.

Among newspaper publishers, who as a group oppose ratification, some are carrying their opposition to the point of suppressing news. Thus the *New York Herald Tribune* failed to publish the latest poll of the American Institute of Public Opinion which it regularly carries. This sampling of public opinion, released the day before the hearing, showed that 83 percent of the voters of New York State favor ratification, as compared with 63 percent in May 1936. For the nation, the poll showed 76 percent in favor, as against 61 percent nine months ago.

Two other states, Texas and North Carolina, acted on the amendment in February, both rejecting it.

Flood Relief—Third Stage

THE drama of flood relief passed when the runaway Ohio retreated to its banks and the flood waters rolled down the Mississippi inside the levees. For a week the flight from the flood, the rescue, shelter and feeding of its victims had all the high excitement of combat. That was the first stage of flood relief. The second stage—to survey the ruins, to dig out the mud, to hasten the demobilization of the concentration centers with their heavy health hazards—was less exciting but it was still emergency, still a fight.

Now comes the third stage, the restoration of resourceless flood victims to normal life. This stage is not dramatic. It has none of the thrill of rescue, the emotion of mass emergency. It must be done family by family, each according to its need—a long slow business, often profoundly discouraging.

It is at this stage of disaster—be it flood, fire or what not—that the Red Cross makes its most distinctive contribution. That is not to belittle its service in the earlier stages, but only to say that after the agencies of rescue and emergency have finished their tasks the Red Cross is just getting into its stride. Citizens of any community anywhere will rise to such conditions as confronted Cincinnati and Louisville and will shelter and care for the homeless. But take Memphis, not itself hit by the flood but a concentration point for refugees from Arkansas, Mississippi, Tennessee, even from parts of Kentucky and Missouri. Memphis folk rose manfully to the emergency, but it is the Red Cross that will follow these refugees back to the scattered farms and villages, will repair and rebuild the damaged houses, will provide seed for the next planting and, with a lift here and a boost there, will help the families back to their feet.

Two services are necessary in such major disasters as the Ohio flood: the quick effective service of emergency and the steady continuing service of rehabilitation. Thanks to the spirit of the American people we have them both.

The Labor Scene

Steel—Labor negotiation, not labor conflict, is the headline news as this issue goes to press. Myron C. Taylor, president of U.S. Steel, and John L. Lewis, head of the Committee for Industrial Organization, have for months been quietly conferring on their common problems. Benjamin C. Fairless, head of one of the chief subsidiaries of U.S. Steel, and Philip Murray, one of Lewis' chief lieutenants, have negotiated the first formal agreement between a "big steel unit" and an independent labor union. It is noteworthy that this agreement, which removes the threat of a major steel strike, not only accepts the principle of collective bargaining, but also the forty-hour week. Here is "social evolution" at work, for twenty-five years ago the industry held that steel could be made only if its employes worked the twelve-hour day in the steel mills.

Autos—Representatives of General Motors and the United Automobile Workers of America, continuing their conferences, had (as this went to press) reached tentative agreements on seniority, methods of pay and production speed. Still to be ironed out were specific cases in which discrimination is alleged by the union, minimum wages, and the thirty-hour week. The basic point won by the union in the costly "sit down" was the opportunity to organize the workers in General Motors plants by gaining effective status as a bargaining agency. While the strike settlement recognizes the union as such only for its own members, William S. Knudsen, General Motors vice-president, had earlier stated that "any advantages accorded [in negotiations] to one group would be accorded to all, conditions being the same." In other words, if an agreement on wages, hours, and working conditions were to be made effective for union employes and not for non-unionists, either the working force would be disrupted, or the non-unionists would be driven into the union. . . . Chrysler Corporation and the union are having their sit-down around the conference table in early March. The negotiations started with stream-lined courtesy on both sides. The union claims a majority of the 77,000 Chrysler employes as members.

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Men's Clothing—Under a new three-year agreement for the men's garment industry approved last month by representatives of the union and a committee of clothing manufacturers representing 85 percent of the industry, 135,000 members of the Amalgamated Clothing Workers of America will receive a wage increase of 12 percent, a total of $30 million annually. The contract, effective May 15, is the first negotiated nationally by the Amalgamated.

Coal—On March 31, the present agreement between the United Mine Workers and the operators in the Appalachian fields will expire. In mid-February representatives of each side met in New York to negotiate a new agreement. The workers ask a basic wage of $6 a day, with two hundred days work a year guaranteed, a thirty-hour week, vacations with pay, and some control over the effects of mechanization. Operators declare these demands "utterly impossible," but both sides look to eventual agreement.

Acts of Friendliness

HOSPITES is the name given to a group organized for mutual helpfulness between social workers in different nations. The term connotes hospitality toward strangers, and in an international sense refers to acts of friendliness toward visitors from another country. In normal times, Hospites would be concerned with receiving visiting social workers and aiding them in making contacts within their field. But in times of political upheaval like the present, a hospitable act toward a fellow social worker may extend across the seas. It may be a service, large or small, as an expression of good will in time of need or it sometimes may be a means of salvaging the results of past experience and readjusting the individual to a new environment. Hospites as a group is concerned with these individual needs in the spirit of personal friendliness between fellow workers in the same profession, and its work involves no political judgment nor partisan attitude.

Organized in September 1933, Hospites has raised and disbursed over $7000 from American social workers and their friends, mostly for the relief of displaced or refugee social workers who are still in Europe. Cooperating with other groups, it has assisted some twenty German social workers of proved ability to reach the United States and establish themselves here, giving advice in regard to emigration, procuring affidavits of maintenance and/or employment to support their requests for visas, interesting settlement houses to furnish temporary maintenance, schools of social work to furnish scholarships, and so on. Less than $100 has been spent by Hospites, however, in connection with this particular group.

New Housing Bill

THE long anticipated federal housing bill has reached Congress, introduced in the senate by Senator Robert F. Wagner of New York; in the house by Representative Henry B. Steagall of Alabama. In briefest summary the bill would establish a permanent U.S. Housing Authority; would authorize a series of bond issues totaling a billion dollars over a four-year period for loans to local housing authorities for low rent projects and would provide for the payment of annual contributions over a long period of years by the federal to the local agency in order to enable the latter to keep the rents in each project within the reach of low income families. This last provision, following in general the British system, is hailed by housing experts, as the most advanced feature of the bill.

In practice the system would operate, it is said, something like this: after approval by the U.S. Housing Authority of an application for a loan by a state or municipal housing authority two agreements would be entered into. One would bind the local authority to repay the loan with interest at not less than the going federal rate over a given period not exceeding sixty years; the other would bind the federal authority to pay the agreed-on contribution to each local project for a specified period of years as long as it fulfilled specifications, the most important of which is that all tenants be from low income groups unable to pay commercial rentals.

The contribution feature of the bill calls for an initial appropriation of $50 million to cover the annual contributions for the first four years after which such contributions would be appropriated annually. Other features of the bill would permit limited loans to limited dividend corporations and would permit the federal agency itself to construct a few demonstration projects.

Sponsors of the bill calculate that under its procedure 50,000 families can be rehoused in 1938; 75,000 in 1939; 100,000 in 1940 and 150,000 in 1941.

Suggestible Cannibal

"CANNIBALS do not often eat one of their own village; they kill and eat members of hostile tribes, having a liking for babies.

"But the natives give up cannibalism readily. Possibly they have been cannibals largely through want of animal food. . . . In some parts the people have never been cannibals and they look down on those who are. This shames the cannibal. We have been greatly helped in putting down cannibalism by encouraging this attitude, and so attempting to create public opinion."—SIR HUBERT MURRAY, lieutenant governor of Papua, in *Anti-Slavery Reporter and Aborigines Friend.*

Velocity Dollars

"I CERTAINLY won't have any trouble spending the money," said C. C. Fleming, unemployed orchard worker, as he pocketed the 200 marked one dollar bills with which the Townsend Club of Chelan, Wash. undertook to "test" the Townsend Old Age Revolving Pension Plan. Local merchants agreed to put two cents in the "kitty" every time one of the bills appeared in a transaction. At the end of the week the somewhat bemused orchard worker had $34.12 left, but he had given a party to his relatives, had bought an overcoat and a haircut for himself, clothes, shoes and a permanent wave for his wife, and had paid "something" to various creditors. The "kitty" added up to $18.51, but Townsendites in Chelan were sure that before the month was over the tax on the "velocity dollars" would equal the original $200. If it didn't, they said, it would be because certain "rebel Townsendites" were sabotaging the test by hoarding the tagged bills, thus withdrawing them from the rapid circulation necessary to the success of the scheme.

Anyway there was abundant proof that Mr. Fleming had no trouble spending the money.

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The Social Front

Public Assistance

THE Bureau of Public Assistance, Social Security Board, has published a tabulation, state by state, of the characteristics of state plans, approved as of November 2, 1936, for old age assistance aid to the blind and assistance to dependent children. The information, readily comparable, shows the wide range of administrative procedure throughout the country within the basic framework required by the provisions of the Social Security Act.

Alabama Children—An analysis of health and housing conditions in a good sized sample of Alabama families receiving assistance for dependent children, revealed disquieting facts. Some 835 children out of 1244 reported were suffering from definitely diagnosed physical disease or defect. Housing ranged from "good condition," reported for fifteen families, down the grade to "any makeshift affair such as a tent or hovel," reported for seventeen families. The largest group, 272, were living in houses "needing structural repairs to roof, foundation and walls."

Commenting on the health conditions among these families the State Department of Public Welfare, in its monthly bulletin, says: "It is clear that some public provision for adequate medical care must be made for those families living on very low income levels. The inadequacy of the present assistance grants has prolonged what amounts to cruel conditions among twenty thousand children in the state. The presence of diagnosed tuberculosis, venereal disease, hookworm, cardiac conditions and nutritional diseases is a menace to the safety of whole communities. . . . There is no more serious child welfare problem in Alabama today than child health in dependent family groups. To allow such conditions to continue is to create a vicious circle of sick generations."

Headache in Missouri—The large initial bite which Missouri took at old age assistance is proving formidable to swallow. Of the hundred thousand or so persons who applied—about two-thirds of the population over seventy—58,747 were accepted. "Missouri," says the *St. Louis Post-Dispatch*, "has more old age pensioners than California or Pennsylvania, though Pennsylvania's total population is almost three times that of Missouri and California's nearly twice as large." What has happened, comments the same paper editorially, "is that Missouri politicians have transformed a fine-ly humanitarian movement into an ugly racket. And the most unfortunate result is that the really deserving old people are not getting the $30 a month which the law calls for, but about $11 a month . . . to keep body and soul together."

Governor Stark is asking the legislature for $18,900,000 for the state's share of old age assistance for the coming biennium. The matching federal grant would bring the funds for this one form of assistance to $37,800,000, only $10 million less than the state's entire expenditure out of general revenue in the last two years. At the same time the governor recommends only $6,100,000 for direct relief, a sum which, says the St. Louis Relief Administration, is required for the acute needs of St. Louis alone.

Too Much Work—With the rapid spread of various forms of public assistance, many agencies are finding it necessary to limit their service in verifying information on specific cases for out-of-state inquirers. In Idaho, where an inquiry may involve a fifty or hundred mile trip into the country, the Cooperative Relief Agency will not undertake to execute "Responsibility of Relative" forms, and urges out-of-state agencies to direct requests for verification of births, deaths, divorces and so on, to county clerks. The Old Age Division of the New York City Department of Public Welfare no longer will undertake to witness the filling out of affidavit forms for out-of-state cases, though it will endeavor to make contact with relatives on certain aspects of their attitude to aged applicants for assistance elsewhere and, for the present, will forward to the proper offices requests on vital statistics or naturalization. The Massachusetts Department of Public Welfare is declining, regretfully, to make inquiries when assistance from relatives is the only service requested and is advising agencies to direct such inquiries to the persons involved.

"I Like It"

By RAY H. EVERETT

To brief a mass of news and views
That we, ourselves, would pick and choose—
To summarize the lost and won
For those who oft must read and run—
To deal with all our social ills
In short and pithy mental pills—
To furnish items nicely drest
That take but moments to digest—

Though not intended to endure,
Such writing is no sinecure.
(So most of us pen brochures thick
When paragraphs would do the trick.)
Hence, when the *Midmonth Survey* lands
And settles in my outstretched hands,
With eager eyes and avid grunt
I head me for "The Social Front."

WPA

WHO the unemployed are in terms of their regular occupations, when they had any, is the subject of exhaustive classification and analysis in the 110-page report, Usual Occupations of Workers Eligible for Works Program Employment in the United States, prepared under the direction of Corrington Gill, assistant administrator of WPA. The material was gathered more than a year ago to serve as a basic direction-finder for the whole federal works program. It is released at this time apparently to show that "our operations have been guided by definite facts."

The count shows a grand total of 6,402,000 workers eligible for WPA jobs at the beginning of 1936, "though this total does not mean that we could have employed that number even if we had had the money." More than a third of the total were women of whom less than half were heads of families. Nearly four-fifths of the men were heads of families. More than 840,000 of the total had no work experience.

All these eligible workers were card-indexed in their respective communities according to sex, family situation, education, usual and alternate occupation and "work qualified to do under our program," as well as according to private employment history and WPA work history, if any.

The present summary classifies the workers according to 160 occupations. For example, there were 618,000 persons experienced only in domestic and personal service work, 110,000 retail store sales clerks, 240,000 office workers, 960,000 unskilled laborers, 435,000 farm laborers and so on through the 160 job categories. There was one female blacksmith and seventeen male takers-in-of-washing by the day were found.

Take Your Choice—Acting on an opinion by the Michigan state attorney general, the relief administrator in Grand Rapids, W. E. Kirchgessner, has ruled, according to newspaper reports, that WPA workers, (except for non-relief employes) are receiving "public relief and support within the meaning of the general poor laws," and that their WPA

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employment does not establish legal residence in any county.

On the contrary the Pennsylvania state attorney general's office wrote Karl de Schweinitz, executive director of the SERB, that: "We are of the opinion and you are therefore advised that the persons engaged in the performance of work under such agencies as the PWA, WPA and CCC are not public charges, but are engaged in employment and may therefore acquire a settlement in the county in which they are engaged. . . ."

Safety—During the first sixteen months of WPA, 550 deaths and 65,000 injuries to workers occurred. This was only a fraction of the normal expectancy, which was estimated in advance by the U.S. Department of Labor at a probable 2700 fatalities and 454,000 lost time injuries for the first twelve months of the program.

Relief

THE density of the relief population in New York's Harlem is a matter of grave concern to relief officials. In one Harlem district of the ERB there are 19,500 home relief cases per square mile; in another 12,500. A comparably congested east side district has 8000 cases per square mile; a crowded Brooklyn district, 3000. There are some 35,000 employable Negroes on home relief in New York in practically all occupational classifications except trained sleep-in domestics of which there are none.

During the past seven months the cases closed in the Harlem districts because of employment represented only 2.67 percent of the case load, while in other districts they represented 4.96 percent. In other words "the Negro has had about one half of a bad chance of getting a job."

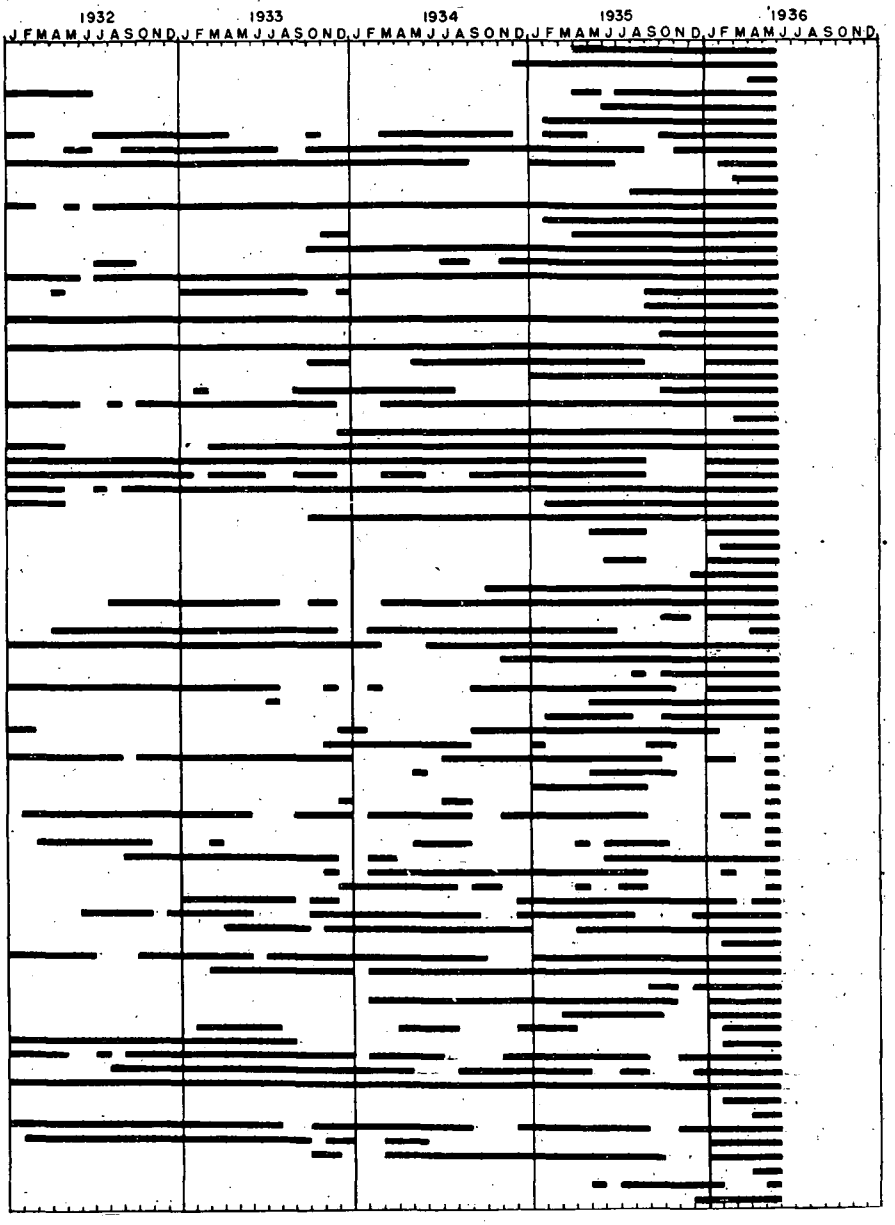
Up and Down—A sharp mid-winter rise in relief rolls is reported from Pennsylvania where the number of cases increased by 24,246 in ten weeks ending in early February. In a single February week 6278 cases were opened and 3747 closed. Losing or getting WPA jobs was responsible for about a third of the turnover. . . . Chicago's relief rolls increased by 20.3 percent during the last three months of 1936.

Boston reports that the 1936 relief expenditures of its Department of Public Welfare were about a million dollars under those of 1935, a drop attributed largely to increased WPA spending. Soldier's relief has dropped steadily in Boston over the last four years. Expenditures for direct relief by private social agencies fell from $582,000 in 1935 to $554,000 in 1936.

Mexican Migrants—Agencies in many parts of the country are perplexed by the relief problems raised by Mexican migratory laborers, who suffer from being shunted from county to county, until finally they reach larger centers, where they have a chance of receiving care.

In Colorado, Mexican migrant families are used to harvest the sugar beet crop. Last year, after the harvest, approximately 600 such families with insufficient savings for the winter, found their way to Denver. Just as many are expected to arrive this year. In an effort to forestall such a drain on vanished relief funds the Denver Bureau of Public Welfare is attempting to stabilize these workers in the communities where their labor is essential during a part of the year.

"Obviously," reasons the bureau, "Denver is not a beet-working community, and has no special responsibility toward this type of labor," adding, in substance, that when and if relief funds from any source become available they can just as easily be administered to these families in the beet harvesting localities as elsewhere, and that migrations to Denver are costly, unsettling to family life, education and citizenship. The bureau therefore sent a letter to each beet-working family, suggesting that it remain in the community where it has had employment and "advising it of the critical relief situation and of the necessity of conserving earnings."



This is not a player piano roll but a visualization of how eighty-two families of La Crosse County, Wis., were on relief, off, and on again between January 1932 and May 31, 1936. Only three of the cases, all drawn at random from the active case file, were on relief continuously for the whole period; twenty-one others were on without a break for periods ranging from two and a half years to a month. All others had from one to five breaks in their relief history. In the state as a whole, turnover was so high last year that although, from January to November, the monthly case average was 57,900, a total of 139,400 different cases were on the rolls at one time or another.

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In St. Paul, Minn., the Mexican indigent was studied for a year by the International Institute. The problem here was a result of the importation of Mexican labor willing to work for wages less than natives would accept. When lower wages became general, the imported Mexican found himself an unpopular competitor for jobs and an equally unwelcome candidate for relief. Recommending a basic approach to the problem, the Institute suggests that: Mexicans must be accepted by the state and its counties; must be given employment at a fair wage; should be encouraged in gaining citizenship and education, including the teaching of Spanish and English to children and English to parents; and that efforts should be made to counteract the development of a sense of inferiority in the young.

Against Crime

WHILE the future is not yet determined for the Big Brother and Big Sister Federation, Inc., or for the Crime Prevention Institute, organizations which the late Rowland C. Sheldon directed, both are being studied with an eye to continuing activity.

The executive committee of the federation has appointed a committee, Louis L. Mann of Chicago, chairman, to study the need for the organization's services, its function, financial support and location of headquarters. A report is expected in July. Meantime, the committee has voted to continue the organization's activities and to meet its small indebtedness, mostly owed to Mr. Sheldon's estate. . . . Frederic M. Thrasher of New York University, chairman of the committee studying the Crime Prevention Institute, reports that definite action has not been voted, but that the majority of directors are in favor of continuing the organization. If funds are made available "it is hoped to make the institute a real clearing house of information in the field of criminology."

Everybody's Proposing—New instruments to combat crime—particularly juvenile crime—are being proposed on all sides. Within recent weeks, in New York City alone, responsible sources have suggested or "urged": a new department within the board of education, solely to study and deal with juvenile delinquency and maladjustment; crime prevention through "properly administered schools," with earlier vocational training; a nonpartisan recreational planning and advisory council appointed by the mayor, to work for improved recreational activities. A start has been made on a chain of youth centers, operating under the Juvenile Aid Bureau in the police department, with the cooperation of the board of education and the Works Progress Administration.

New York has also a new Citizens' Committee on Control of Crime organized to combat racketeering and improve the administration of justice.

Local Action—Pointing to taverns as "Chicago's popular recreation . . . outnumbering any other type of recreational place," the Juvenile Protective Association of that city has reported a special study of the problem. The study was occasioned, says Jessie F. Binford, director of the association, by increasing complaints of a condition dangerous and demoralizing to the community.

The study found 1105 taverns, among some 9015 retail liquor establishments, which were violating one or more city ordinances or liquor control laws. The police took up 786 of the 983 tavern violations reported to them, but found "actual" violation in only forty, the offenses mostly relating to the "obstructed view" and closing ordinances. Poor lighting, unsanitary premises, closing-hour violations, employment of minors as hostesses, sales to minors, soliciting to prostitution, indecent entertainment and gambling were among violations reported by the association's investigators. (Taverns in Chicago. From the association, 816 Halsted Street, Chicago.)

The Recreation Commission of San Francisco, a city and county public agency, works for crime prevention through recreational guidance by "directors-at-large," who as their title indicates, work "at large" in assigned districts, unhampered by responsibility for any special centers. Directors find and refer individual boys, groups or "gangs" and direct them to suitable public or private recreation centers. They work with the juvenile court, diagnostic school, police department, children's protective society, social service division of the relief administration, visiting nurses, public dance hall supervisors, foster home bureaus, and schools. A director must know the people of his district, their social habits, economic status and the subversive influences which exist in the community. Not only does this program work toward delinquency prevention, it often brings underprivileged children to a place in the recreational sun and helps to substitute desirable group activity for undesirable.

In Boston, the juvenile court and the Young Men's Christian Union are sponsoring a new citizenship training group for boys on probation between ages thirteen and seventeen. Boys are expected to report at the "Y" the first Monday following their court appearance and to attend the training group for six weeks, five days a week, from 4 to 6 p.m. Each boy is studied and given activities designed to reveal his personality and problems. A program of group activities suited to his needs then is arranged for him. Cost of the project, still in an experimental stage, is being met from private sources.

New Deal Needed — A complete overhauling of vocational education in New York's state correctional institutions for youths is urged in the report of a special commission, appointed last year by Governor Lehman with Prof. N. L. Engelhardt of Teachers College as chairman. More money must be spent on personnel and equipment and the system drastically revised in spirit and in practice if inmates are to be returned to society with the ability and the desire to sustain themselves. The alternative is "crime rampant or continued incarceration." Placement facilities for released prisoners closely linked to the vocational training given during incarceration are strongly recommended. The replacement of inmate teachers by civilians is urged as an absolute necessity, as is also a director of education in each institution "with a background of training and experience sufficiently broad to warrant giving him an important rank in the institutional staff."

Parole in Illinois—In the middle of a sensational newspaper attack on Illinois' parole system, Governor Horner released the report of an investigating commission, headed by Bishop J. H. Schlarman of Peoria, which he had appointed last spring. This report presumably will be the basis of legislative proposals.

It recommends drastic reforms designed to "take parole out of politics," notably by means of an appointed commission of five "outstandingly qualified experts" serving fifteen-year staggered terms, to administer all state prisons and county jails, and the parole and probation systems. All personnel would be under the merit system, and all prisoners would be reclassified and provided "with work of some nature."

Coming—The extensive research for the Attorney General's Study of Release Procedures [see The Way Out of Prison by Barkev S. Sanders, *The Survey*, November 1936, page 330] has been completed for the most part and the consolidated report is expected in mid-summer.

The Insurances

THE first annual report of the Social Security Board was submitted to Congress on February 8, three days before the Social Security Act completed its first full year of operation. The report traces developments of the act through December 15, with a section on administration and summaries of all ten of the programs launched under the act. It points out: "The plan would make a

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sorry go of it if the whole burden of keeping a people from destitution fell upon its provisions. In fact, it is the reasonable certainty of what industry can provide that makes it possible for government to undertake its task. It carries no threat to the way of individual thrift. On the contrary, it enlarges the opportunities and lessens the hazards of personal provisions."

Unemployment Compensation—Extension of the date for payment of unemployment insurance taxes on 1936 payrolls under the Security Act from January 31 to April 30 was authorized by the U. S. Treasury Department. The decision to allow employers an additional sixty days in which to file returns came after many states which rushed unemployment compensation laws through December legislative sessions had complained that there was insufficient time to set up the administration of the laws and to make collections by the end of January. The extension assures that employers in these states will receive the 90 percent federal credit on their state contributions.

A recent ruling of the board holds that employes may not be required to sign "severance reports" when they lose their jobs. These reports are the forms an employer sends to his state unemployment compensation administrator when a worker subject to the law leaves his employ. They include a statement of the reasons for terminating employment. The ruling is a move to forestall possible abuses which virtually might force workers into agreeing to postponement or possible loss of their benefits. In some states the normal waiting period may be extended for employes discharged for misconduct or who give up their jobs. In a few instances, the employe may lose all right to benefits. Under the procedure ruled out by the board, employes could have been required under duress, when temporarily laid off, to sign severance reports stating that they were discharged for misconduct, or quit without good reason. If a worker expected to be reemployed in the same establishment, an employer could have exerted considerable pressure on him to sign a false or inaccurate report.

No new state laws have been passed since the big December crop, which brought the total of participating states to thirty-five, and the District of Columbia. At this writing, state bills have passed one house of the legislatures of Wyoming and Arkansas.

Financing—The annual report of the Social Security Board states that federal appropriations for the entire social security program for the year ending June 30, 1937, total $467,269,000, exclusive of vocational rehabilitation. In addition to the sums set aside for public assistance and other welfare programs, and for the first appropriation to the old age reserve account, $29 million is provided for grants to states to cover the cost of administering their unemployment compensation laws, and $30,800,000 for the administrative expenses of the board. Of the latter amount $12,400,000 is a special item for establishing initial wage records under the old age benefit program. Federal appropriations for February to June of the preceding fiscal year during which funds were available, came to $41,935,000. The increase for 1936-7 in comparison with funds for the preceding year represents first, a twelve months' as against a five months' budget; and, second, a program in which participation under all provisions is rapidly approaching nation-wide coverage.

Current Problems—Personnel is one of the major problems in organizing the administration of an agency to function in fields new to this country. The annual report points out that the Social Security Board is the first agency of its size to be set up with all its employes appointed under the classified civil service or approved by the commission as "experts or attorneys." The "expert" classification represents less than 5 percent of the entire staff.

On December 15, the central and field staff numbered 4189. Recruitment of personnel has been complicated by the lack of suitable civil-service registers and by the deluge of applications for positions.

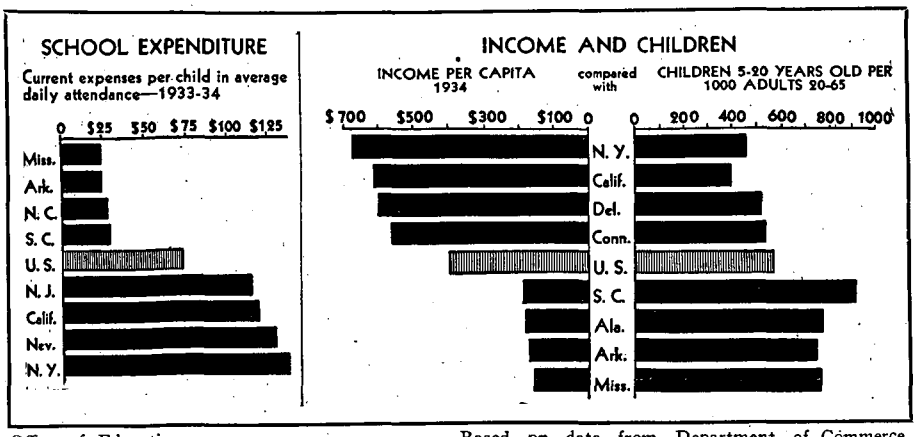
Another administrative problem is office space. Activities are now distributed in seven buildings in Washington, with the Wage Records Office in Baltimore, with resulting loss of efficiency and increased costs. The board hopes "that Congress may be so impressed with the seriousness of this situation as to authorize immediate construction of a building to house all its activities."

Excepted—How complex are some of the "border line cases" that crop up for decision, as to who is and who is not covered by the social insurances is illustrated in a recent announcement from the Navy Department. The Secretary of the Navy states that civilian employes of ship's service activities are not considered eligible for benefits under the Security Act, approving the finding of Judge Advocate General Rowcliff that these activities are "instrumentalities of the United States, engaged in governmental functions, pursuant to the laws and regulations for the government of the Navy."

Schools and Education

NORTH Dakota last month enacted a measure forbidding compulsory military training in tax-supported educational institutions. The new law will affect the State Agricultural College at Fargo and the University at Grand Forks, both of which have hitherto had compulsory drill. . . . Under a change in faculty rules effective next September for a two-year trial period, Massachusetts Institute of Technology will exempt conscientious objectors from compulsory military drill. As an alternative to drill, these students will take certain courses, among them such studies as history of arbitration, diplomacy, international law, or possibly an independent course chosen with the approval of a committee of specialists. M.I.T. has required military training in the first and second years since its establishment more than seventy years ago.

Aid to Schools—The Harrison-Fletcher bill, providing federal aid to education on a permanent basis, was reintroduced in Congress early in the session. The bill provides for a federal appropriation of $100 million the first year, and an increase of $50 million a year until an annual total of $300 million is provided. The federal funds would be apportioned among the states, to be used by them for their public schools. Apportionment would be based on the number of persons five to twenty years old in each state. One of the chief ends of



Office of Education

Based on data from Department of Commerce, National Industrial Conference Board, U.S. Census

The range between "rich" and "poor" states in what they have and what they spend for schools

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the proposed legislation would be to equalize in some degree the opportunity for children living in "rich" and in "poor" states. (See accompanying chart.) The National Education Association is sponsoring the bill.

Counseling Service—A recent summary of the work done by a Junior Counseling Service for job-seeking young people of one state, Illinois, shows that since the service was inaugurated in February 1936, 25,836 young people have been counseled, of whom 24,712 were registered for employment. Through the service, which has made nearly 8000 "employer contacts," jobs have been found in private industry for more than a third of the registrants, 9661. During two months (September and October) one job was found for each two youths registered, with about 1500 placements each month. The service is sponsored jointly by the National Youth Administration and the Illinois State Employment Service. The services are located in five of the state employment offices of Chicago, and in those of six other cities. The counselor by interviews and tests helps the young applicant make a proper vocational choice and work out a plan to find a place in his chosen field.

School Accounting—As an immediate practical aid growing out of the Regents' Inquiry into the Character and Cost of Public Education, New York school officials are promised a uniform system of accounting. The first stage in the development of this uniform system for the business management of schools was reached last month in a try-out installation of the new plan at Cazenovia, N. Y. It will be tried next in rural districts, in villages and in cities. It provides a framework for all school costs, and especially for budgetary control over income and outgo. In announcing the new plan, Luther Gulick, director of the study, points out that while cost "has none of the excitement of the discovery of new educational methods" it is basic to the whole educational program.

NYA Student Aid—The National Youth Administration is extending aid to approximately 10 percent of the college population of the nation this year, at an average monthly cost of about $1,869,000, according to a summary recently released from the Washington office. The figures showed that 119,583 undergraduates and 5235 graduates—a total of 124,818—were enrolled under the student aid program in 1686 colleges and universities throughout the country. This is an increase of more than 15,000 students and eighty-four institutions over similar totals for the comparable period of 1935-6. The ratio of applicants to students accepted is 2.17 to 1 for the nation as a whole, but many states showed wide disparities. New Mexico, for example, was able to provide student aid jobs to but one out of each five and one half (statistical) students requesting it. The ratio in Arizona was 5 to 1, Mississippi 4.5 to 1. Average benefits on the NYA work projects are $15 a month for undergraduates, $25 for graduates, with a maximum of $20 for the first group, $40 for the second. The allowance depends on need.

Coming Events—The Summer Institute for Social Progress at Wellesley College will hold its fifth session, July 10-24. The underlying theme of lectures and discussions will be, The World Challenge to Democracy—How Can America Meet It? Details from Grace L. Osgood, 14 West Elm Avenue, Wollaston, Mass. . . . The seventh conference of the World Federation of Education Associations will be held at Tokyo, Japan, August 2-7. Information from Prof. Paul Monroe, Teachers College, Columbia University, New York. . . . The American Association for Adult Education will meet at Skytop Lodge in the Pocono Mountains, May 17-20. Among the topics to be discussed are the social significance of adult education, democracy and adult education, a working philosophy of adult education. Program from the association, 60 East 42 Street, New York. . . . National Boys' and Girls' Week Committee (35 East Wacker Drive, Chicago) announces that the 1937 observance will be April 24-May 1.

Study and Report—The Educational Policies Commission, 1201 Sixteenth Street, N. W., Washington, D. C., publishes The Unique Function of Education in American Democracy, in which the commission had the collaboration of Charles A. Beard in formulating the statement, and of Hendrik Willem Van Loon in illustrating the book. (Price 50 cents.) . . . Activities of the American Youth Commission presents in brief pamphlet form the ambitious program of this very active agency (744 Jackson Place, Washington, D. C.). . . . Index to Vocations is a survey over the modern field of work, with references to books, pamphlets and magazine articles on the hundreds of occupations listed. (Compiled by Willodeen Price and Zelma E. Ticen. H. W. Wilson Co. 106 pages. Price $1.25, postpaid of *The Survey*.)

Professional

AMONG 715 new members admitted last year to the American Association of Social Workers, 97 percent are college graduates and 82 percent have attended graduate professional schools. The group of new AASW members employed by public agencies outnumbers those in private agencies—59 percent to 38 percent. Although the AASW is sometimes thought of as made up of "executives" only 7 percent of the new members are of that rank. Sixteen percent are supervisors and 71 percent practitioners. New members include former students of all the professional schools in the Association of Schools of Social Work except of one school, newly admitted.

In the New York City chapter of AASW, 138 new applications for membership were received during the year, resulting in fifty-two new members, twenty one junior members, and two reinstatements, with twenty-six applications denied and others pending. More of these new members are in the private family service field than in any other.

Various and Sundry—Registered social workers in California now total 1569 as a result of examinations, three in all, conducted by the Department of Registration and Certification of Social Workers of the State Conference of Social Work. The registration system, developed under the aegis of the conference has wide state significance and prestige but no actual official status. . . . The American Foundation for the Blind, 15 West 16 Street, New York, has reorganized and expanded its free confidential employment service for agencies for the blind and invites inquiries from such agencies and from applicants for positions.

Word of Mouth—The New York Social Work Publicity Council is sponsoring a series of informal talks by distinguished speakers on How the Arts Portray Social Problems. Sessions to come after this issue reaches its readers deal with the play, the novel and the graphic arts. For details on time and place, query the council, 130 East 22 Street, New York.

For information concerning the spring 1937 series of lectures sponsored by the League for Industrial Democracy in more than two dozen cities all over the United States, write to Mary Fox, executive secretary, 112 East 19 Street, New York. Among this year's speakers are Norman Thomas, Roger Baldwin, Jennie Lee, Harry W. Laidler, Eduard C. Lindeman and Scott Nearing.

Professional Appraisal—Baltimore has been studying its social work personnel as a means of estimating the need for a local professional school of social work. Of a possible total of 449 workers, 211, from thirty-three agencies, answered the questionnaire of the Council of Social Agencies. Some forty-five were of executive rank. Of the total, twenty-nine had finished at graduate and five at undergraduate schools of social work. Sixty-six had attended such schools without completing the courses. Of those without specialized social work education, the

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majority were college graduates eligible for graduate professional schools. Although about half of the Baltimore agencies allow study leave to a limited number of their staffs, few, it was found, were requesting such leaves. Of all answering the questionnaire 94 percent indicated that they probably would attend either full or part time classes if such were locally available.

With these findings to go on, committees to provide educational opportunities forged ahead. At present two basic courses have been arranged through the cooperation of the University of Maryland, with credit toward a graduate degree if and when the university establishes a school of social work.

In Print—Chicago's Social Service Year Book, a chart and history of social work in the city during tumultuous 1935, is now ready but in quantities for only limited distribution. A new Directory of Social Service is also ready. (Price, in Chicago, cloth $1.25; paper, $1. Elsewhere add 10 cents. Both from the Council of Social Agencies, 203 North Wabash Avenue.)

A new "almanac notebook," issued by Community Chests and Councils, Inc., as a supplement to last year's News Almanac, tempts the user to record his own community's welfare datebook in its blank calendar pages. Its convenient form and lively new publicity suggestions should make it a valuable elbow jogger and strengthener for the busy desk. (Price 35 cents direct from CC and C, Inc., 155 East 44 Street, New York; News Almanac, 1936, 50 cents; the set, 60 cents.)

Social Hygiene

IT is "conservatively estimated that about six million men, women and children throughout the nation are infected with syphilis, although not one in ten is under treatment by a licensed physician," reports the American Social Hygiene Association. "This minimum is maintained from year to year by new cases which thus far offset reductions through cure of patients. It is especially tragic that the age group in which the largest number of infections occur is between sixteen to thirty."

Odious Comparison — "Denmark, Norway and Sweden, with a combined population of about fourteen millions, produced together only 1600 cases of syphilis in 1933 while Illinois with less than eight million people reported 13,389 cases during the same year," says the *Illinois Health Messenger*. Compulsory notification and compulsory treatment of infected patients seem to be the chief reasons for the almost complete eradication of syphilis in Scandinavian countries. "While the Danes, Norwegians and Swedes are no less jealous of personal freedom and liberty than Americans, they regard liberty as the power to do right and they do not believe that it is right for an infected person to assume the privilege of spreading syphilis."

National Problem—Under the Social Security Act many states have extended the work of venereal disease control. The U. S. Public Health Service reports that seven states have added a full time venereal disease control officer to the staff of their departments of health. Nine already had such full time officers. Only three states furnish free drugs to all classes of patients for the treatment of syphilis, one having added this service since Social Security funds became available. For several years free drugs for the treatment of indigent patients have been provided, to some extent, in thirty states and the District of Columbia. Seven additional states are now also supplying them. Eight states and the District of Columbia report increased facilities for follow-up work.

There are about a thousand free, pay, and part-pay clinics for the treatment of syphilis and gonorrhea in the United States, or approximately one clinic to every 130,000 of the population, although in fifteen states and the District of Columbia the ratio of clinics to population is higher. So far the parts of the country with the largest Negro population have fewer clinics than the average for the whole country. Twenty-five states, the District of Columbia and Alaska, report the development of new work in venereal diseases under the provisions of the Social Security Act. "United and sustained effort by all health officers is necessary and will be achieved. The syphilis problem is a national one."

Community Organization — With the active assistance of Margaret Wells Wood of the field staff of the American Social Hygiene Association, the Bureau of Child Hygiene and Public Health Nursing of the Illinois State Department of Health, Dr. Grace A. Wightman, director, is conducting a state-wide program, of a year or more duration, of organization of new social hygiene groups. Mrs. Wood's services during shorter periods have developed such definite community interest that it is believed that this sustained effort will produce public opinion to support a permanent social hygiene program for the state.

Signs—With the help of the National Youth Administration, the New York State Department of Health is placing signs in public places throughout the state emphasizing the curability of syphilis by early and appropriate treatment. . . . . In Chicago Dr. Herman N. Bundeson, health commissioner, is said to be planning to use red quarantine placards when a patient refuses to submit to treatment for venereal disease or flagrantly violates the precautions ordered by his doctor. Dr. Bundeson made it clear, however, that such placards would be used with discrimination and with proper respect for the sensibilities of innocent victims.

The Public's Health

THE U. S. Conference of Mayors is promoting a clearing house for public health administrators where doctors with a preference for public health work can register their qualifications and where smaller cities will be able to get information when needing public health officers. It is time to break down the idea, says Mayor La Guardia of New York, president of the conference, "that a mayor's family doctor makes a good health commissioner."

Eternal Vigilance—Diphtheria deaths in 1936 in New York City, were only thirty-six as compared with the annual average death toll of about 750 for the ten year period ending in 1929. However Dr. John L. Rice, health commissioner, warns parents against a false sense of security. Unless every child under ten is immunized there will be, he says, a rise in morbidity and mortality from this disease. Every falling off in immunizations is followed by a rising curve of cases reported.

Cost of Chronics—A group of 248 patients suffering from chronic or long drawn-out illnesses has already cost the city of New York $592,176 for a total of 624 days of hospital care and will continue to cost $235,350 each year, says Dr. S. S. Goldwater, commissioner of hospitals. The group represents only a fraction of the chronically ill cared for by the city, for longer or shorter periods, who cannot expect significant relief until medical science makes further advances. The cost to the city is enormous, comments Dr. Goldwater, in comparison with the funds necessary to study the causes of chronic diseases and the means of more adequate relief of the various disabilities.

Better Teeth—The New York City Board of Education next will spend $20,000 to equip twenty new dental clinics in the city schools. However, according to Joseph Sheehan, associate superintendent of schools, "All the dentists in the state could not keep up with the dental needs of the city's pupil population." . . . The Florida State Board of Health has created a new bureau of dental health, with Dr. E. C. Geiger, of Jacksonville, in charge. It is planned to give every

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school child in the state a dental examination followed by recommendations to parents. A free dentistry plan for underprivileged children is being worked out. A recent survey indicated that 75 to 90 percent of the school children of the state suffer from dental defects.

Clean-Up Squad—A hundred young men, taken from the eligible list of the New York police department have been appointed as special patrolmen in the city's Department of Sanitation. After instruction in sections of the sanitary code they will be equipped with special uniforms and sent out to promote public interest in a cleaner and tidier city, especially "spotless sidewalks."

Hospitals

SIXTY-FOUR percent of all hospital construction in the thirty-seven eastern states during the past three years was financed by PWA loans or grants.

Paying the Bills — Development of group plans for payment of hospital expenses are among major objectives of the American Hospital Association for 1937, says its president, Dr. C. W. Munger of Westchester County, N. Y. "Aggressive activity in the guidance of existing plans for group payment for hospital care; encouragement of new plans where needed and active assistance in organizing them properly; vigilance in holding all group plans in line with what is best for members and for hospitals."

A budgeting service for patients has been inaugurated by the Milwaukee County Medical Society, as a means of meeting the problem of paying for medical care. The patient is referred by his physician to the service, and all charges of physician, specialist and hospital are weighed against an analysis of the patient's income. Payments, which may be made over a ten-month period, are prorated to those who have rendered service. The costs of the budgeting service are met by a 10 percent fee deducted from amounts paid by the patient.

Against Emergency—The voluntary hospitals of New York City have been asked by Dr. S. S. Goldwater, commissioner of hospitals, to enter a "gentlemen's agreement" with the city institutions to provide more facilities during epidemics. By postponing any non-emergency surgical cases at such times, Dr. Goldwater estimates from 3000 to 5000 additional hospital beds would be available. . . . The New York City Board of Estimate has budgeted $129,000 more than last year for payments to private hospitals for the care of the indigent sick, the reason for this generosity being the reduced income of such institutions from contributors and private patients and the exhaustion of reserves during the depression.

Opportunity—With one half of all illness today attributed to mental disorders the general hospital is overlooking an opportunity of rendering greater service to the community if it does not make provision for such patients, says Dr. Lucius R. Wilson, of the John Sealy Hospital, Galveston, Texas, in *The Modern Hospital*. He suggests a special department for psychopathic patients similar to the special units for obstetrics, pediatrics or contagious diseases. Such service would be especially appreciated, he holds, when the patient otherwise would have to go to a hospital at a distance far removed from his family. The plan, he says, has worked out in some hospitals with gratifying results.

People and Things

WITH the resignation of John G. Winant from the Social Security Board—this time for keeps he says—President Roosevelt "raised" Arthur J. Altmeyer to the chairmanship and appointed Murray J. Latimer as the third member. Mr. Latimer, at thirty-six rated as an expert in old age pension and benefits systems, has been chairman of the Railroad Retirement Board.

In accepting Mr. Winant's resignation the President said: "I am particularly glad to have your suggestions in regard to the integration of future activities [of the Social Security Board] with those of other government agencies. This I shall want to discuss with you later on in connection with other problems of reorganization affecting executive departments and agencies." Which was taken by Washington they-sayers to indicate that Mr. Winant is slated for a cabinet post when and if the new departments are established.

Doctors and Nurses—The Milbank Memorial Fund has announced the appointment of Dr. Frank G. Boudreau as executive director, succeeding the late Edgar Sydenstricker. Dr. Boudreau since 1925 has served in various capacities with the Health Organization of the League of Nations, most recently as chief of epidemiological intelligence and public health statistics and of the league's system of liaison with health administrations. He is a graduate of McGill

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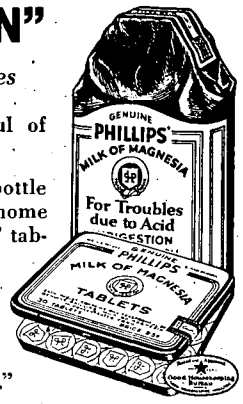
Try this method. Get a bottle of the liquid Phillips' for home use. A box of the Phillips' tablets that you can carry with you in pocket or purse—only 25¢ for a big box. Watch out that any you accept is clearly labeled "*Phillips'* Milk of Magnesia."



PHILLIPS' MILK OF MAGNESIA

MERCUROCHROME, H. W. & D.

(Dibrom-oxymercuri-fluorescein-sodium)

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

MERCUROCHROME, H. W. & D.

Literature on Request

HYNSON, WESTCOTT & DUNNING, INC.

Baltimore, Md

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University and for years was epidemiologist of the Ohio Department of Health.

Dr. Samuel W. Hamilton, formerly with the Westchester Division of the New York Hospital, now is directing a hospital survey for the National Committee for Mental Hygiene. Eloise Shields, for five years director of nursing at the same hospital, has resigned. She is succeeded by Elizabeth Bixler, recently educational director at the Worcester State Hospital in Massachusetts. . . . The new head of the department of public health and preventive medicine at Cornell University Medical College, New York, is Dr. Wilson G. Smillie, recently of Harvard University. Part of his responsibilities will be to represent the college in its activities at the new Kips Bay-Yorkville health center now under construction by the city Department of Health.

Dr. David L. Williams, of Bedford, Mass., has been appointed Massachusetts State Commissioner of Mental Diseases succeeding Dr. Winifred Overholser. . . . The new superintendent of nurses and principal of the school of nursing at the New England Deaconess Hospital, Boston, is Marjorie Davis, from a similar connection with the New York Post-Graduate Medical School and Hospital.

News Notes—Mary van Kleeck of the Russell Sage Foundation, heads a committee to organize membership support for *Social Work Today* under the name, Social Work Today Cooperators. The magazine now is published by the National Coordinating Committee of Social Service Employe Groups.

Red Cross societies in some thirty-five countries have contributed to a special fund of the League of Red Cross Socities to perpetuate the memory of its late chairman, John Barton Payne. Income from the fund, which totals some 106,000 French francs, will be used at the discretion of the board of governors, with preference to projects calculated to promote cooperation between national Red Cross societies.

The recently organized New York City Social Service Employes Union, Local 20334 of the American Federation of Labor, with membership composed of employes in private social agencies, has begun publication of a news sheet, *Field and Office*. The union, which is of the "vertical" type (only executives excluded) at last reports had members from thirty-four private agencies.

The Monday Evening Club of Washington, D. C., one of the veterans among social worker organizations "for conference and free discussion," celebrated its forty-first birthday last month with a large dinner. Dr. Richard Cabot's often quoted definition of social service, "the effort of some of us to prevent the life being squeezed out of any of us" remains, the club agreed, the best statement of its objectives.

"Outstanding citizen, contributing in a distinctive manner to the advancement of the interests of the community" was only one of the flowers in the verbal bouquet presented to Oscar Schoenherr, managing director of the Welfare Federation of the Oranges and Maplewood, N. J. by the Chamber of Commerce and Civics of the several communities. Mr. Schoenherr, who has been with the federation since its organization in 1919, was absent when the dinner in his honor was held, but the approval of the 400 diners was so enthusiastic that its echoes surely penetrated to his Florida retreat.

Meetings—The National Tuberculosis Association will meet May 31-June 3 in Milwaukee. . . . The Eastern Regional Conference of the Child Welfare League of America will be held April 23-24 in New York City; the Southern Regional in New Orleans, March 4-5, and the Midwest Regional in Chicago, late in March.

Boy Scouts of America who last year were disappointed when their "jamboree" had to be cancelled on account of the prevalence of infantile paralysis near Washington, D. C. were given a "personal invitation" by President Roosevelt to hold the postponed event in Washington June 30-July 9. A tent city to accommodate 25,000 boys "within the shadow of the Washington monument," is promised.

Trim little girls in uniform are much in evidence this month as the Girl Scouts celebrate their twenty-fifth anniversary. Membership, girls' and leaders', has rolled up to some 400,000, a big growth since the day when Juliette Low brought together a few people in her Savannah home and proposed an American organization patterned after the English Girl Guides.

New Jobs—Justin Miller, lately special assistant to Attorney General Homer Cummings, in charge of the Survey of Release Procedures, has been appointed to the federal Board of Tax Appeals—said to be a long time and enviable job. . . . Robert J. Myers, brother of Howard Myers who directs WPA's division of research, has gone to Washington to head the division of statistical research of the U. S. Children's Bureau. Emma A. Winslow of the bureau's staff is now acting as consultant on statistics in certain aspects of the social security program.

Gladys Collins Hunter has been appointed executive secretary of the Jersey City Council of Social Agencies. . . . Agnes M. Forman has left the Boston Children's Aid Association for the Children's Division of the Indiana State Department of Welfare. . . . Vera Moren Thomas, recently a visiting teacher in Kansas City, Mo., is the new general secretary of the Wichita, Kan. Family Welfare Society, succeeding the late Merrick Woods who held the post for twenty-six years.

Turnover—Among recent newcomers to the staff of the Boys Clubs of America, along with Sanford Bates, the new director, are: Thomas J. Craighead, with twenty-five years of boys' work experience in various parts of the country; A. Boyd Hines, lately with Washington, D. C. Community Chest; William H. Montgomery, from twenty-three years in boys' work in Wilmington, N. C., four of them as judge of the juvenile court; Aaron H. Fahringer from Big Brother and boys club work in Scranton, Pa., and Palmer Bevis, well known publicity man, identified with the Boys Club of New York.

Louise C. Odencrantz, of New York, lately with the Social Science Research Council, has been appointed supervisor of the training unit in the division of placement and unemployment insurance of the New York State Labor Department. . . . Frank W. Murphy, press representative of the Community Chests and Councils, Inc., for the 1936 Mobilization for Human Needs is now financial secretary for the New York State Charities Aid Association. . . . The new publicity director for the Detroit Community Fund is James D. Gamble, from the *Detroit News*, succeeding Golda G. Meyer who resigned to become Mrs. Julian Krolik.

The tables were turned on the Social Security Board, arch "snatcher" of personnel, when Governor Murphy of Michigan took James J. Bryant from its regional staff as director of the State Department of Public Welfare. Mr. Bryant was "raised" in the State Emergency Welfare Relief Commission, and his appointment is regarded as particularly happy in view of the anticipated consolidation of the department and the commission. William Haber, seasoned director of the EWRC, is standing by until the consolidation is affected although he is already an active member of the faculty of the department of economics and the graduate school of public and social administration of the University of Michigan, and an equally active member of the State Unemployment Compensation Commission, now in the throes of setting up the organization to administer Michigan's new law which will cover some 1,400,000 workers.

The Family Service Association of Washington, D. C. has added to its case work staff Suzanne P. Lawson, from the Smith College School of Social Work. . . . Mary Wysor Keefer, has left the social service department of the University of Chicago clinic in favor of the Crippled Children's Division of the U. S. Chil-

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dren's Bureau. . . . Irene Dickson has come to the staff of the Strong Residence, of the Washington, D. C., YWCA.

Elected—James H. S. Brossard, professor of sociology at the University of Pennsylvania, is the newly elected president of the Pennsylvania Birth Control Federation.

Edmond J. Butler has resigned from the health-taxing position of chairman of the New York State Probation Commission of which he has been a member for twenty-six years. Cecilia D. Patten of Saratoga Springs is the newly elected chairman.

Training—A seminar on interpretation of social work, under the tutelage of Louis Resnick, director of the Social Security Board's informational service is under way this spring at the Catholic University School of Social Work, Washington, D. C.

For the year 1937-38 Teachers College, Columbia University, offers a limited number of scholarships and teaching fellowships in education for the handicapped. Information from Merle E. Frampton, office of the secretary, Teachers College, New York. . . . A few scholarships available to graduate students for study and special training in boys' work at the University of Notre Dame are offered by the Knights of Columbus Supreme Council Boy Life Bureau. Information from John J. Contway, at the bureau, Knights of Columbus, New Haven, Conn.

Peace Collection—A collection of materials dealing with peace, notably those given to Swarthmore College by Jane Addams, has been designated the Jane Addams Peace Collection and is being housed in the Biddle Memorial Library at the college. Ellen Starr Brinton, acting curator of the collection, invites contributions.

Slip—Two Miss Browns, both eminent social workers and writers, were just too much for editorial accuracy last month. The Russell Sage Foundation's best seller, Social Work as a Profession, which this department attributed to Josephine, now WPA's Miss Brown, was written by Esther Lucile, the foundation's Miss Brown. Apologies to the Brown girls.

Deaths

MAUD O'FARRELL SWARTZ, secretary of the New York State Department of Labor since 1931, and for many years an official and board member of the National Women's Trade Union League. Although not a lawyer she knew all the ins and outs of the workmen's compensation law, and frequently acted as referee in compensation cases.

JOHN NOLEN of Cambridge, Mass., pioneer in modern city and regional planning who, during his distinguished professional career, engaged in more than 400 public planning projects. He was a consultant of the housing division of PWA and of the Resettlement Administration and adviser to the National Parks Service.

HELEN P. MCCORMICK for twenty years an active layman in Catholic social work in Brooklyn, founder and president of the Brooklyn Catholic Big Sisters, Inc.

THE PAMPHLET SHELF

The Public's Health

DEATH FIGHTERS, by Paul de Kruif and A. M. Smith, *Detroit Evening News*. Free.

Reprints of the seventeen articles which ushered in Detroit's active campaign against tuberculosis. [See The *Survey*, February 1937, page 53.]

HOW TB CAN BE WIPED OUT IN YOUR COMMUNITY, prepared by *The Country Gentlemen*, Curtis Publishing Company, Philadelphia, Pa. Free.

A good example of magazine cooperation in promoting the Detroit campaign.

ON THE WITNESS STAND, by J. Weston Walch, Portland, Me. Distributed by the Public Relations Bureau, Medical Society of the State of New York, 2 East 103 Street, New York.

Questions and answers on "the evidence on compulsory health insurance," answering at least to the author's satisfaction, his own question, "Do you want to be classified or cured?"

INFANT MORTALITY IN MEMPHIS, by Ella Oppenheimer, M.D. U. S. Children's Bureau Publication No. 233. Price 15 cents from superintendent of documents, Washington, D. C.

A study, requested by the city of Memphis, of outstanding factors in its high infant mortality rate. Many of the recommendations already are being followed.

SOCIAL SECURITY SERVICES FOR MOTHERS AND CHILDREN ADMINISTERED BY THE U. S. CHILDREN'S BUREAU. Free from the bureau.

Reprints of authoritative articles by bureau officials, with a table of federal funds available to states for the services described and a list of state agencies administering them.

PUBLIC HEALTH NURSING IN PROGRAMS FOR CRIPPLED CHILDEN, by Naomo Deutch, R.N.
A STATISTICAL STUDY OF STILLBIRTHS IN HOSPITALS, by Elizabeth C. Tandy, Sc.D.
PROGRESS IN MATERNAL AND CHILD WELFARE UNDER THE SOCIAL SECURITY ACT, by Martha M. Eliot, M.D.

Reprints of articles which have appeared recently in professional journals. Free from U. S. Children's Bureau.

Against Crime

IS PRISON REFORM GOOD BUSINESS? by Sam A. Lewisohn, 61 Broadway, New York. Free from the author.

One of the memorable addresses given before the last congress of the American Prison Association.

COORDINATING COUNCILS: HOW SHALL THEY BE ORGANIZED? by Kenneth S. Beam. National Probation Association, 50 West 50 Street, New York. Price 10 cents, less in quantity.

Essential steps in forming local groups "to combat the growing menace of juvenile crime," as they were taken in California and elsewhere.

A STUDY OF SOCIAL PROBLEMS WITH A SOLUTION. Issued in four sections: CRIME IN ITS BIOLOGICAL ASPECT (Price 25 cents), STERILIZATION AND THE ORGANIZED OPPOSITION (Price 25 cents), HEREDITY AND TWELVE SOCIAL PROBLEMS (Price 25 cents), NEW JERSEY'S SOCIALLY INADEQUATE CLASSES (Price 25 cents). Prepared by Marion S. Norton, 174 Prospect Avenue, Princeton, N. J., as chairman of the Department of Social Hygiene of the Princeton League of Women Voters.

Studies which have had a large circulation in mimeograph form now available in print.

Miscellaneous

LEGISLATIVE TRENDS IN PUBLIC RELIEF AND ASSISTANCE, prepared by Robert C. Lowe and John L. Holcombe for the Division of Social Research of the Works Progress Administration. Washington, D. C. Free.

An analysis of legislative developments, financial and administrative, over more than six years of extremely rapid change.

CURRENT TRENDS IN SOCIAL ADJUSTMENTS THROUGH INDIVIDUALIZED TREATMENT, by Margaret E. Rich. Family Welfare Association of America, 130 East 22 Street, New York. Price 20 cents.

An address of particular interest to American social workers given at the Third International Conference of Social Work in London last summer.

PROSPECTIVE NEW FIELDS OF OCCUPATIONAL OPPORTUNITY, by John D. Beatty. Pittsburgh Personnel Association, Pittsburgh, Pa.

Changes going on in various occupational fields, with some suggestions for those seeking employment.

MINIMUM-SALARY LAWS FOR TEACHERS. Committee on Tenure, National Education Association, 1201 Sixteenth Street N. W., Washington. Price 25 cents.

A study of varying types of minimum wage laws for teachers now found in twenty states, and how they operate.

BETTER MOTION PICTURES, A DISCUSSION COURSE, by Fred Eastman and Edward Ouellette. Published for the Interdenominational Committee on Cooperative Publication of Adult Texts by The Pilgrim Press, 14 Beacon Street, Boston. Price 25 cents.

Basis for group discussions of the social significance of "movies."

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Readers Write

Those Juvenile Courts

To the Editor: Defending juvenile courts, I reject the line of defense taken by Charles L. Chute in his article, On Juvenile Courts, in the February *Midmonthly Survey*. He would perpetuate an expediency policy of bigger-and-better courts-as-they-are. Local conditions may necessitate this, but should not obscure a general principle now increasingly accepted by careful thinkers on the subject: that the job of a court *as such* is not treatment but *adjudication* (hearing disputed claims, impartial factfinding, deciding, issuing orders, enforcing them, but not carrying out the social treatment process). Adjudication and treatment are each most effective doing teamwork but each under its separate and appropriate auspices. Courts should have expanded powers—but in jurisdiction, not in case work. Treatment clinics and coordinating councils should be multiplied—but not under judiciary administration; nor without courts to fall back upon for sanction in difficult cases.

To call the judge a "director" would merely compound the confusion: the same person should not be judge and executor. By Mr. Chute's admission most cases need no judicial compulsion; welfare and educational auspices have proved increasingly effective in behavior problem situations. But for the 10 percent, the sanction of a real court is needed. The National Probation Association will have its hands full in the improvement of the courts in their legitimate functions of investigation and disposition of situations not soluble without compulsion.

This point of view has been expressed in numerous articles by many authors. I myself expressed it in my book, The Juvenile Court and the Community [1914] and in the articles Should Courts Do Case Work [*The Survey*, September 15, 1928] and Some Suppressed Premises in the Glueck Controversy [*The Journal of Criminal Law*, May-June, 1935].

Thomas D. Eliot
Northwestern University

Beyond Social Practices

To the Editors: For ten years I have been working in a colored and white community adjacent to that "Between Stacks and Spires," area covered by the study cited by Newton D. Baker in his article, A Clean Sweep for a Fresh Start, in the January *Survey*. Naturally his references come close home to me.

While I agree that a survey can freshen and vitalize the efforts of social agencies, I believe the problem is more deeply rooted than Mr. Baker makes it appear. He glosses too easily over the absence of family life in these communities. He offers evidence that parental influences are lacking but fails to admit their part in building youth. From time to time, in *The Survey* and elsewhere, he has shown his concern over the lack of sturdiness and character in youth, yet apparently he fails to recognize that youth with strength and self-respect cannot be conceived and nurtured in a family which is in a state of chaos.

Russian, Pole and Negro parents may have come from environments where existence was simple, and often on crusts. But even so it was rooted in generations where family life formed the base for character development. Negroes brought north from a simple rural background and plunged into a turmoil of urban social problems, Russians and Poles who have always worked hard and now face insecurity and defeat, mothers of peasant background who are cleaning at night or sewing for WPA to support their fatherless children, all these present problems which reach far beyond social work practices. To my way of thinking, "Clean Sweep Surveys" such as that of the Brookings Institution are needed more urgently than surveys of community social facilities.

Sydney B. Markey
Headworker, The Friendly Inn, Cleveland, Ohio

Financial Housekeeping

To the Editor: Anyone concerned with the sound financial management of state institutions for dependents might well study the 1936 report of John C. Weigel, fiscal supervisor of the Department of Welfare of Illinois, entitled, Business Principles Applied to Public Welfare.

A total of about 49,000 persons are cared for through the welfare department—more than two thirds of them on account of mental illness, about one thirtieth on account of physical incapacity, and nearly one fourth on account of conflict with law. The department has twelve divisions and manages twenty-seven institutions. Mr. Weigel, as financial housekeeper, has kept the "family" out of debt, and at the same time has raised its standard of living. He has required agreement between storeroom accounts and general ledger accounts, has developed a type of auditing designed to educate the business staffs of the institutions and has required inspections which have improved and standardized the quality of materials supplied. Economies in requisitions have been brought about by better handling of what is known as the "kitchen forecast" which covers the expected yield from institutional farms and gardens.

In a foreword to Mr. Weigel's report, A. L. Bowen, director of the Department of Welfare, says: "Except for such careful consideration of each dollar, the department never could have met its obligations under rising prices and drought and bug destruction of farm and garden produce during each of the years of 1933, '34, '35 and '36."

Jean McCluer Watson
Washington, D. C.

Addenda

To the Editor: If any readers of your comment, Hospites, on page 80 would like further information about the agency's work, such as numbers aided and in what ways, the chairman, Mrs. John M. Glenn, or myself, would be happy to furnish details. Hospites' need of funds is acute at the present moment, and checks large or small will be most gratefully received.

Joanna C. Colcord
130 East 22 Street
New York

More than Interested

To the Editor: Perhaps you will be interested to know of the number and variety of readers served by a single subscription to *The Survey*. After prompt reading on my part each copy goes first to a rural exponent of social economics, next to a voluntary worker in the depressed mining areas of South Wales—when she is not needed in an East End Settlement—and then to one who runs an international club for girls in London where the American members are the final inheritors.

Jarvis Brook Sybil M. Goulder
Sussex, England

Heart Warmers

To the Editor: I appreciate the fact that that you have been so patient about my renewal. Finances and nothing else were the cause of my delay. I truly hope that I shall never have to be without *The Survey*. It is the most helpful social work magazine that I have ever found.

Kentucky E. S.

To the Editor: Finances are a wee bit better than they have been for several years, so we can continue our subscription to *The Survey*. This magazine helps to keep us up to date and we sincerely appreciate your sympathetic cooperation whereby no issue has been lost to us. After reading we pass our copies on to the local Junior College Library where they are very welcome.

Texas S. M.

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Book Reviews

Will It Work?

PRISONS AND BEYOND, by Sanford Bates. Macmillan. 334 pp. Price $3.50 postpaid of *The Survey*.

THOSE interested in modern prison administration are overwhelmingly grateful to Sanford Bates for the rare combination of attitudes he has brought to that field—humanity and a common sense founded upon active experience in the world of affairs, as lawyer, legislator and administrator. These qualities have been particularly useful in the prison field because prison reform has suffered from the hysterical spirit. The calm wisdom and direct practical humanity that Mr. Bates has invariably displayed are refreshing correctives. This spirit runs all through the pages of the book. A sentence of Mr. Bates' sums up the conclusions of many of us who are interested in prison reform: "Notwithstanding the provision for opportunities for improvements, with steady employment at productive labor, with a force of tactful and intelligent prison guards, with suitable surroundings, nourishing food, elevating literature and stimulating recreation, no permanent reformation can be expected until in some mysterious manner the will to reform can be instilled into the individual personality."

A paragraph from Mr. Bates' concluding chapter, Will It Work?, strikes the keynote of the book and reflects the author's New England background and his common sense realism: "The advocates of swift and sure punishment quote triumphantly the experience of Delaware and its whipping post and cite facts to show that thieves give the little state a wide berth (which they don't—as the figures prove). But they do not explain why the southern states with their chain gangs, sweat box, lash, and stocks have the highest crime and murder rates in the United States."

Characteristic chapters, all approached in the same spirit, include: Why Prisons? Have Our Prisons Failed? Should Prisoners Work When Other Men Cannot? and When the Prison Door Opens. Of particular interest is Mr. Bates' discussion of the methods of classification, one of the federal Bureau of Prisons' outstanding contributions to prison reform.

Especially in the chapter, Alternatives to Imprisonment, has Mr. Bates shown his calm perspective. Anyone who walks through prisons and sees human beings herded, more or less indiscriminately and at great expense, must ask himself, "Are there substitutes for prison?" In every case, Mr. Bates measures these substitutes—probation, fines, disabilities, restitution, public work—by the same standard, "Will it work?" It is this philosophic spirit of open-mindedness that runs through the entire book.

In Mr. Bates we have the rare spectacle of the philosopher become administrator.

New York SAM A. LEWISOHN

A Settlement in Action

CHICAGO COMMONS THROUGH FORTY YEARS, by Graham Taylor. Chicago Commons Association. 322 pp. Price $1.50 postpaid of *The Survey*.

THE outstanding fact about this notable addition to the autobiography of Graham Taylor, towering at eighty-six among the last survivors of the Old Guard of original social settlement workers in America, is that it is nearest among the narratives of settlement history to being a first-hand notebook and handbook of that kind of social-welfare work. With all possible regard for the books of Jane Addams, Lillian D. Wald and others known to me, and with recognition of their preeminent literary quality and excellence as sociological contributions, this story surpasses them in the presentation of the settlement in action. However much it threads upon the civic activities of Professor Taylor himself, in his neighborhood, in Chicago at large, and in the broader territory of state and nation, it nevertheless depicts vividly, movingly, effectively, the work of the group that he drew about himself. Incidentally he shows the thing which, especially at the outset, was peculiar in Chicago Commons; namely its centering in the group of *families*, particularly his own, including a number of children, at least one of them born during the settlement residence of the parents, who made their normal home there in one of the most densely crowded districts of Chicago. Incidentally too he shows how *The Survey* and *Survey Graphic* had one—indeed the chief—of their several sources in the little magazine first published as the "house-organ" of Chicago Commons. Every settlement worker, everyone engaged or interested in social-welfare activities of any kind, must be familiar with this book, which I foresee as coming to be required reading for all students of social movements.

JOHN PALMER GAVIT

Essential Relationship

PATIENT AND DOCTOR, by Sir Henry Brackenbury. 280 pp. Price 5 shillings. Order direct of publishers, Hodder and Stoughton, London, England.

SOME of us in earlier years of academic contemplation have absorbed the principles of Le Contrat Sociale. Sir Henry Brackenbury has given us a medical contract, a philosophy of conduct by which modern science can best serve that unit of the social system who is also a human personality and a biological organism. After a bit of trustworthy and concentrated medical history, and a clearing of the stage of today's social outlook on the individual and collective use of physicians, the reader is carried through those relations between patient and doctor, state and doctor, general practitioner and public health and the patient-doctor-hospital complex through which the solution of pressing problems of contemporary American life will be achieved.

A better balanced story of England's progress, her convictions, and the underlying essentials of medical service is nowhere to be found. Much is applicable to the needs and errors and hopes of any modern occidental society. There is no false note or special pleading. High purpose, honesty of thought, discriminating brevity in quotation from epoch making reports, and classical expressions of medical and social wisdom characterize the volume throughout.

Written more for the patient than for his doctor, the volume should be required reading in every medical school and school of nursing. Much time and public money and costly devotion of collaborating brains in Washington would have been saved if consideration of the medical participation in social security had been preceded by a reading of this book.

It should be of interest to those who believe in the method of controlled social experiment as a safe way of learning the path to betterment that some urban and rural communities of Michigan are today applying the Brackenbury philosophy with encouraging results for patient, doctor, and public health.

New York HAVEN EMERSON, M.D.

For Russia's Children

NURSERY SCHOOL AND PARENT EDUCATION IN SOVIET RUSSIA, by Vera Fediaevsky in collaboration with Patty Smith Hill. Dutton. 265 pp. Price $2.50 postpaid of *The Survey*.

DESCRIBING education in Russia, Miss Fediaevsky says "All forms of education grow directly out of the needs of the workers themselves." This is well exemplified by the program which she describes for the protection, health and education of mothers during pregnancy, confinement and nursing, and of children from birth through the third year. The plan includes legislation, consultation centers, creches, other nursery organizations, and institutes of research.

The greatest contribution of this program in Russia lies not so much in theory or methods of education or social work as in its new methods of social planning. It was this that impressed me most when I visited many of these welfare centers

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with Vera Fediaevsky in 1929. And although the book indicates the great changes that have taken place in the past seven years, they seem more along the lines of extension and variation of services than in development of theory or method. One is impressed not only by the completeness that characterizes the program and its integration with the total lives of the people but also by the flexibility of organization that has developed to fit the work to the specific needs of different communities.

One of the newer experiments is the organization of nursery groups for "walks" under the supervision of the Consultation Center in cooperation with the Lodging Association. Another is the "sanatory nursery playground" for undernourished or sickly children. The rooms in railway stations and the special coaches for mothers and children traveling long distances are the first to be established by any country.

Can all this be true? It sounds like a fairy tale to one who has lived in a country which has left the welfare of mothers and children largely to haphazard state legislation and the whims and fortunes of the rich.

I have seen Vera Fediaevsky, a woman of the "older" generation in Russia, at work giving of her wisdom and boundless energy to the new program for young children; and it was an inspiring sight. Her book should be a challenge to Americans.

We are indebted to Professor Patty Hill, the collaborating author, for the encouragement and help extended to Vera Fediaevsky to make this book possible.

LOIS HAYDEN MEEK

Child Development Institute
Teachers College, Columbia University

Discipline for Dollars

FAMILY FINANCE: A STUDY IN THE ECONOMICS OF CONSUMPTION, by Howard F. Bigelow. Lippincott. 519 pp. Price $3 postpaid of *The Survey*.

IN her recent book, If I Have Four Apples, Josephine Lawrence demonstrated that family finance can furnish the plot for a novel. Mr. Bigelow demonstrates that it also furnishes issues worthy of serious study, and provides a guide for such efforts in the data assembled and in his reasoned discussion.

There is danger that most people will not know how good this book is, because they will not know how trivial and superficial is the usual treatment of the topics discussed nor will they know from their own experience how difficult it is to grasp and to think through the issues involved. Every page of this book shows knowledge and intelligence and, equally clearly, that the book did not go to the printer until conclusions that would hang together had been reached, until each paragraph was definitely a part of an organized whole and until each idea was clearly expressed.

The book is divided into four parts: a short Part One on the family's wants and resources; a slightly longer Part Two on the ways of making the most of the resources—by wise purchase, by home production, and by spending together; Part Three with a chapter each on food, clothing, housing operation, the automobile and the trio—health, education and recreation; and Part Four on the strategy of family finance—budgeting, provision for the future and so on.

The book hardly justifies its subtitle "a study in the economics of consumption." Rather, as stated in the preface, it suggests "in considerable detail, methods and devices by which the individual family may immediately go about improving its way of living."

University of Chicago HAZEL KYRK

Practical Practice

RURAL HEALTH PRACTICE, by Harry S. Mustard, M.D. Commonwealth Fund. 603 pp. Price $4 postpaid of *The Survey*.

EVERY health officer who takes his work seriously and desires to improve it will find much of value in this most comprehensive volume on public health practice.

The author, by education, training and broad experience, is well qualified to advise on the many problems which daily confront health officers, especially those who are making public health their life work within large population groups. Though Dr. Mustard modestly states that his observations are directed largely to rural districts and smaller cities, the fundamental principles of public health practice are not confined to any population group or political division and differ only in detail in any part of the world where organized effort is being made to improve the health and welfare of human beings.

Dr. Mustard has a deep knowledge and apparent sympathy with the foibles and prejudices of the various groups and individuals with whom he has had to deal in promoting plans for the more efficient conduct of public health administration. He is a frank and practical opportunist, borrowing freely from the methods of skilled propagandists and even from practical politicians whose aid, however grudgingly given, he would not hesitate to ask in carrying out his plans. His policy seems to be based on the theory that "honey catches more flies than vinegar," and that persuasion is more desirable than threats and strong arm methods, even under extreme provocation.

The ever changing theories and methods of practice of public health work are concisely and accurately discussed. The author does not hesitate to criticize routine methods, inherited and passed from one health officer to another, obviously outmoded and of little value today, though they satisfied a less critical age.

The chapters on setting up new health organizations, especially county health units, are masterpieces of thoroughness and practicability. Those who are interested in this modern unit of public health administration will save themselves a great deal of time and trouble by taking to heart Dr. Mustard's recommendations and advice on the difficulties which are certain to be met not only by the organizers, but by those who are to carry on the work.

Public health nursing in its relation to the other fields of public health is admirably covered. The subject of vital statistics, that bugbear of health officers who have not had special training in the subject, is treated in a simple and convincing manner so that the general principles should be understood by any health officer with ordinary intelligence and a reasonable knowledge of mathematics.

Dr. Mustard has made a noteworthy contribution to the extensive and ever growing literature of public health practice which may well serve as a guide to all those who are interested in any or all branches of public health.

MATTHIAS NICHOL, JR., M.D.
Commissioner of Health
Westchester County, N. Y.

Statistical Likeness

A HANDBOOK OF SOCIAL STATISTICS OF NEW HAVEN, CONNECTICUT, compiled by Thelma A. Dreis. Published for the Institute of Human Relations, Yale University. Yale University Press. 146 pp. Price $2.50 postpaid of *The Survey*.

THE data contained in the seventy tables and seventeen maps of this compilation are mainly by-products of various studies of the New Haven population made at the Institute of Human Relations. Effective planning led to corresponding analyses of data in successive studies and to consideration, in preparing each new tabulation, of its usefulness for subsequent inquiries. An increasingly useful pool of social data has resulted, available at once when new investigations are undertaken by the Institute staff or by others studying the New Haven scene. A logical further step has been to publish some of the tables, thus increasing their availability and illustrating what might advantageously be done elsewhere.

Each of the tables is explained in accompanying text. The variety of the material is suggested by the sources from which it is drawn. Naturally, much is derived from census volumes, but census data are also included which were specially tabulated for Institute studies. Other sources of original data are the local telephone and gas companies, board of education, health department, juvenile court, relief administration, registrar of voters, city directory, and Who's Who. Data compiled in a series of studies of

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a scientifically selected sample of families in the city also are included.

New Haven is one of fifty cities for which the Bureau of the Census, with the assistance of local groups, has already established permanent tracts for small area tabulation of census data. In New Haven the present thirty-three ungerrymandered city wards constitute these permanent census tracts and most of the tables and all the diagrams of the handbook present information subdivided by these areas. The appearance of the handbook suggests that New Haven may now lead among the census tract cities in variety and accessibility of small-area statistics, although for several larger cities, collections of such statistics have been published.

RALPH G. HURLIN

Russell Sage Foundation
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"Mixed Company"

PARTNERS IN PLAY, by Mary J. Breen. A. S. Barnes. 185 pp. Price $1 postpaid of *The Survey*.

IN spite of our modernity, association between the sexes in recreation has been left largely to the initiative, or lack of it, of the young people themselves. Co-education does not always mean co-recreation and a normal, sensible social life. Cigarette smoking and tippling by young people is no sign that they are better adjusted to school contacts than the hobble-de-hoy boys and self-conscious girls of the last generation. Partners in Play is an apt title for an excellent and, in some ways, a unique book on recreation in what is often described as "mixed company."

The book is written for recreation leaders, but like all first class books of this character also should be on the bookshelf of every family where there are children. There are chapters on group games, dancing, hiking, camping and sports for young people together, but the book's contribution is its frank and clear interpretation of what boys and girls of 'teen age desire in friendship and good times together. The difficult problems of leadership of mixed groups of young men and young women are gone into thoroughly and sanely.

It is the first recreation book I have read with a section on such a topic as "friendship, an essential of happy marriage." It is very likely a sad truth as stated there, that "one of the chief reasons for divorce and desertion is that husbands and wives have never learned to play together." A book on recreation that has that statement on page 5 must have some good stuff further on. And the reader will not be disappointed. The vital necessity of knowing how to play together as well as what to play and do in recreational hours pervades the volume.

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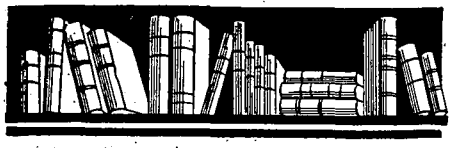

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